REPORT

ON THE

ADMINISTRATION OF BENGAL,

1873-74.

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PART I.

GENERAL SUMMARY.

ADMINISTRATION OF BENGAL

1873-74.

GENERAL SUMMARY

THE various subjects connected with the administration of Bengal, exclusive of the famine, are treated in detail in subsequent pages of the report, and the general results only will be very briefly noticed in this summary. A special report has already been submitted to the Government of India on the famine, and no account therefore will be again given of the famine administration. No account also will be furnished this year of the system of the general administration, or of the principal features and matters connected with the administration of the country which are necessary to a proper understanding of the annual reports. Such an account was compiled under the orders of the Government of India and published with the report for 1872-73, and it is requested that a reference may be made to the statistical summary prefixed to that report for a basis or foundation on which the chapters published in this and subsequent reports may be said to rest.

The ordinary subjects of administration will be alluded to in this summary in the order which has been prescribed for adoption in the general report.

Changes in administration.

On the 8th April 1874 Sir Richard Temple was appointed to succeed Sir George Campbell as Lieutenant-Governor of Bengal. Early in the present year, however, in consequence of the exigencies of the famine, it had been arranged that he should be associated with the late Lieutenant-Governor in the administration of the famine, and be deputed to Behar with full powers to direct and control the relief operations on the spot. On the 7th February 1874 the province of Assam was separated

from Bengal and created into a Chief Commissionership. Subsequently, on the 17th September 1874, the district of Sylhet was also annexed to Assam. These are the most noteworthy changes in the administration that have been effected during the year.

It was impossible, under the pressure created by the famine, that the ordinary work of the administration could have been so actively carried on as heretofore. The measures of reform inaugurated in previous years have, however, not been forgotten, and real progress has in many respects been made, though the signs that mark it are less conspicuous and numerous than they have sometimes been. A recital of what has been done will be found in the chapter of this report on the Changes of Administration. Sir Richard Temple has subsequently had to suggest several changes in the constitution of the civil divisions of the Bengal province in consequence of the separation of Assam. The practical success of Sir George Campbell's important schemes relating to the parallel promotion in the covenanted civil service; to the comparative permanency of district officers in their appointments; to the nearer equalisation of salaries between judicial and executive officers; to the extension of the sub-divisional system and of the sub-divisional establishments; to the native civil service examination; to the reorganisation of the putwarees or village accountants in some districts; to the repression of the collection of such cesses as were proved to be illegal; to the appointment of a representative manager in estates held by joint proprietors; and other useful measures undertaken by him, will be found to be severally and fully treated in the body of the report.

The matters in dispute between landholders and their tenants, which assumed so much prominence in the general administration of the past year, have become less noticeable under the shadow of the larger questions that have engrossed the attention of Government. Things are still unsettled in several districts, but the public peace has not again been disturbed, and in some cases the scene of the struggle has been transferred to the civil courts. Throughout the country generally the pressure of the severe trial which so many districts have undergone has postponed the adjustment of the rent question; and Sir Richard Temple hopes and believes that the forbearance which landlords in general have shown during the late period of difficulty, and the active benevolence manifested by many of them towards their hunger-stricken

now under consideration the desirability of establishing a juvenile reformatory, which it is proposed to place at Howrah, near Calcutta.

Civil Justice.

The usual statistical information is furnished in the Chapter on Civil Justice. The work of the ordinary civil courts in Bengal has enormously increased, and in the past five years has actually more than doubled. The total number of suits disposed of by the civil courts in 1873 was 329,374. The civil courts in the country have nevertheless successfully responded to the call upon them, and with the aid of extra moonsifs, or judges of the lower grades, who have from time to time been temporarily appointed, have disposed of the cases before them, and not allowed arrears to accrue. During his tours in 1874, Sir Richard Temple has received much testimony, official and non-official, European and Native, regarding the high character borne by the native judges of all grades, both as regards conduct and qualifications. The Subordinate Judical Service is becoming well worthy of its important functions. The improved status of the Native Bar also affords an additional safeguard for the due administration of justice.

Registration.

There has been a large extension of Registration offices throughout the country, and a proportionate increase of registration under the arrangements laid down for the establishment of such offices by Sir George Campbell. Fifty-three new rural offices were established up to the end of March 1874, and to these 49 others have since been added. The progress of registration affords proof of the gradual elevation of several classes of the people.

Municipal administration.

There are altogether 187 Municipalities of various classes in the interior of these provinces, the total income of which amounted in the past year to £174,354, and the incidence of taxation per head of the population to 5 annas and 7 pie, or about eight pence half-penny. The system of electing Municipal Commissioners was successfully introduced into the town of Serampore, and the Lieutenant-Governor has agreed to its introduction in Kishnaghur, the principal town of the Nuddea district. In Calcutta the Justices take an active interest and part in the control and executive management of the town. Great progress has been made in the drainage works, and it is expected that all the main drains will be

completed before the close of 1875. The current revenue of the Municipality of Calcutta in 1873 amounted to £249,830.

Marine.

Various questions connected with the Marine administration are discussed in the Marine Chapter. The arrangements that have been sanctioned for the reorganisation of the pilot service are now almost concluded. The scheme for the reduction of the number of running pilots to 70 has been effected at a cost of £22,485, being less by £515 than the sum which had been sanctioned. Eighteen pilots have voluntarily retired, four have been compelled to resign for the benefit of the public service, and one application is still pending. The number of vessels employed as pilot brigs has been reduced since the close of the year to three. An account of the proceedings of the Port Commission and of the financial condition of the Port is also given. The Port Commissioners continue to conduct the affairs of the port of Calcutta with the energy and success which have always characterised their management.

Weather and crops.

The next division of the report is arranged under the general heading of Production and Distribution. The first chapter of this section is entitled Weather and Crops, and furnishes an abstract of the rainfall, and of the outturn of the crops in the several divisions of Bengal. The rainfall during 1873 was very deficient, and the scanty rain which did fall was unfortunately distributed. The winter crops failed and scarcity ensued. The districts of the lower delta of the Ganges, the littoral districts and the district of Sylhet, comprising a population of about 13 millions, were the only tracts of Bengal where there was an average crop. Over the greater part of Bengal Proper, containing about 28 millions of souls, there was from half to three-quarters of a full average harvest; and in North Bengal and Behar containing a population of 26 millions, the yield of the food-crops was estimated to be only from one-quarter to one-third of the outturn of a full average year. Fortunately the spring harvest of the present year, 1874, was good in most places. The later crops of the present year have also been blessed with seasonable showers, which have secured a generally excellent rice harvest. Other crops, such as jute, safflower, and tea, had a favorable yield. Indigo was only an average crop. A brief account of the prices of food and labour will be found at the conclusion of this chapter in the report.

tenantry, will not be forgotten, and that both parties will approach the subject with mutual feelings of kindliness and moderation.

Relations with tributary states and frontier affairs.

In the Political Chapter of the report, which treats of the relation of Government with tributary estates and frontier affairs, an account is given of Mr. Edgar's visit to Sikkim, and of the prospects of a renewal or expansion of commercial relations with the countries beyond Darjeeling. The history of the administration of the tributary estates on the North-Eastern Frontier was carried on in last year's report as far as was then known. Within a few days of the publication of that report, and in the beginning of the present year, the jurisdiction over these estates was transferred from the Lieutenant-Governor of Bengal to the newly-appointed Chief Commissioner of Assam. Questions relating to frontier policy with the Assam tribes will therefore not be found to have been discussed in this report; but the affairs of those frontier estates, such as Hill Tipperah, the Hill Tracts of Chittagong, and the Tributary Mehals of Orissa and of Chota Nagpore on the South-Western Frontier, over which the Bengal Government still exercise control, have been reviewed.

Surveys.

The Chapter on the Administration of the Land is prefaced by an account of the surveys and settlements that have been under consideration during the year. A considerable area has been surveyed by the revenue survey party in Midnapore, and the Hooghly registry work is now fast approaching a conclusion. A professional survey party has been deputed to undertake the cadastral survey of Behar from the commencement of the present working season, in reference to the requirements of the canal irrigation department. The Government of India have also agreed to sanction a survey of the Government estate of Khoordah, in Orissa, being made before the resettlement is undertaken. The resurvey of the alluvial lands (dearah) in the bed of the Ganges has already been completed as far down as Kooshtea, and sanction has now been accorded to the survey being taken on for 100 miles or so, as far as the island of Dakhin Shahbazpore at the mouth of the river. It has been finally decided that the cost of erecting boundary marks, for the surveys to be made in the future, is to be borne by the zemindars, as is the case elsewhere in India; and with this view a bill has been introduced into the Bengal Council.

Waste Lands.

In January 1874 the revised rules for the sale of Waste Lands were issued by Government; but the formation of the Chief Commissionership of Assam had by that time withdrawn the districts in which the chief transactions in waste lands occur from the control of the Lieutenant-Governor of Bengal. There are no general lease rules in force in Bengal, and applications for the lease of waste lands are now dealt with, under orders issued in 1864, in accordance with the merits of each particular case. The introduction of any waste land lease rules appears to be unnecessary in Bengal generally. As far as the waste lands known as the Soonderbuns are concerned, the Lieutenant-Governor has visited the tract, and has had the introduction of rules there under his consideration. It is not necessarily an object of public importance to get the whole of the Soonderbuns gradually reclaimed and brought under cultivation. Indeed the public interest may be supposed to lie in the very opposite direction as regards a large part of this tract. It is not reclamation that is so much wanted in the Soonderbuns as forest conservation. No new negociations, therefore, will be opened for disposing of unclaimed land in the Soonderbuns till it is decided by what rules Government can best maintain the principle that reclamation in this tract must be subordinate to forest conservation; and Dr. Schlich, the Conservator of Forests, has been specially deputed to proceed to the spot to make inquiry. The question of the disposal of waste lands in the Western Dooars has also been under Sir Richard Temple's consideration, and will be found to be discussed in the Waste Land section of the report. It has been directed that the Dooars shall be excluded from the operation of the sale rules; and a scheme has been approved for granting leases in that tract under conditions which will afford an adequate security of tenure, while they avoid the encouragement of mere land speculation.

Government estates.

The administration of Government estates and Wards' estates is then noticed. There is a large percentage of balances upon certain Government estates which suggests doubts whether the assessment of the rents is sufficiently moderate, or whether the collecting agency is entirely efficient. The question of the policy of selling small Government estates which are not of sufficient value and importance to pay for the cost of a collecting establishment is still under consideration. Under no

circumstances, however, is there to be a return to the practice of concluding farming settlements with persons possessing no permanent interest; and the principle of collecting the Government revenue by direct agency in all estates where such a system of collection is possible, is carefully maintained.

Wards' estates.

The only class of estates in which the collection of revenue was seriously affected by the scarcity was that of Government estates and of estates under the Court of Wards. In all these estates it was almost a matter of necessity to suspend collections from the ryots. Very large sums were expended from the balances of Wards' estates in measures of relief, and the services rendered by such large and opulent estates as those of Durbhunga and Hutwa, which cover a large area of country where the scarcity was most severe, have been honorable to all concerned. The large estate of Hutwa was released from the Court of Wards' management in October 1874. On that occasion, the Lieutenant-Governor duly invested the ward, on his succession to his estates, with the title of Maharajah, which was conferred by the Viceroy and had been enjoyed by the wards' father and great-grandfather.

Course of legislation.

Owing to the great pressure of work occasioned by the famine, the legislative business done by the Bengal Council has been comparatively light during the past year. The Legislative Council met towards the close of the year 1874 after a comparatively long interval, and the Lieutenant-Governor made a general statement in Council regarding the nature of the legislation which is expected to occupy the consideration of the Legislative Department for the coming year. The laws that have been passed by the Bengal Council, and the various subjects of pending legislation, have been described in the Chapter on the Course of Legislation.

Police.

An account of the Police administration will be found in the report. The results, upon the whole, testify to the improved efficiency of the force. Although there has been a considerable increase of crime, it is noticeable that in the Patna division, where the scarcity was greatest, the increase was very trifling. There was no sudden outbreak of crime during 1873, nor even in 1874, the actual year of famine. In the town of Calcutta and its suburbs serious crime was happily unfrequent, and there has been a complete absence of any violent disturbance of the public peace.

Criminal Justice.

It was stated in last year's report that the system of summary trials under the new Code of Criminal Procedure had worked satisfactorily so far as it had been tried. The reports received during the past year have continued to be favourable. The press of work and necessity for speedy procedure, which resulted from the scarcity, made it necessary to extend the system widely, and summary powers were conferred on many Magistrates who were considered competent to exercise them. The Bench system has also been regularly set on foot with very encouraging results. The Benches seem generally to have acted with independence and discretion. The new rules framed by the High Court for the levy of process fees under Court Fees Act have been sanctioned by Government, and came into force in March 1874. They have as yet been in force too short a time to judge of their success, but the operation of the rules is under the careful observation of Government. The usual criminal statistics illustrating in detail the criminal judicial procedure in Bengal will be found in the body of the report and in the appendix.

Prisons.

The improvements introduced by Sir George Campbell into the jail system of Bengal are now being carried out in practice. The different measures of administration that have been, under consideration during the year are discussed in the report. The death-rate in jails continues to be comparatively high; but from what the Lieutenant-Governor has seen, he regards the death-rate as not unsatisfactory in most, though not all of the jails, if all circumstances are considered. Certainly every attention has been, and continues to be paid to sanitation. The death-rate in Behar is, however, still most unsatisfactory. The mortality is recorded at 8·6 per cent., and no sufficient explanation has yet been given of this excessive rate. Sir Richard Temple has, therefore, determined to prosecute the inquiries which the late Lieutenant-Governor had suggested for the appointment of a Committee to examine the subject, and arrangements have been made accordingly. The projects for the construction of new jails and the improvements of those already existing, have necessarily been to some extent postponed for matters of greater urgency; but the past year has witnessed the completion of three large central jails, and extensive repairs and alterations in several others, at an expenditure of more than four lakhs of rupees. The Lieutenant-Governor has

Agriculture and Horticulture.

Little progress only could be effected during the past year towards the establishment of experimental farms, as all the available officers of Government were engaged on more urgent duties. The famine also necessarily interfered with the prosecution of statistical inquiries regarding agriculture, but considerable information has nevertheless been obtained concerning some of the staple products. The report of the Jute Commissioners appointed by Sir George Campbell has been received, and is full of interest on all points connected with the cultivation and uses of the plant. In addition to the jute inquiry, statistics of the cultivation of tea, cotton, tobacco, flax, potatoes, and of the food-grains of the country, have been obtained from nearly every district of Bengal.

The cinchona plantations in Sikkim have now passed beyond the stage of experiment, and indicate that the care and expenditure which have been bestowed upon them for so many years will have satisfactory results. A resident chemist has now been appointed to the plantations, and it is estimated that from the end of 1877 there will, with 2,000 acres of successful planting—and this is the present amount under cultivation,—be a yearly supply of not less than 150,000 lb of dry bark available. Ipecacuanha cultivation is also carried on by the cinchona establishment in Sikkim. The project of a Bengal Economic Museum, which was alluded to in last year's report, has been fairly set on foot, and the Museum has been open during the present year.

Forests.

The most important forest areas under the Lieutenant-Governor's administration were situated in Assam, and there now only remain in Bengal the forests of the Cooch Behar and Chittagong Divisions, and an extensive tract of forest land in the Palamow sub-district of the Chota Nagpore Division. It is, however, in contemplation to place the forests of the Soonderbuns also under the Conservator; and an examination of these forests, which was commenced in 1872-73, has now been completed. Steady progress has been made during the year in inspecting forest tracts of Bengal and determining the "reserves" which it is considered desirable to take under State management.

Mines and Quarries.

The Chapter upon Manufactures, Mines, and Quarries, furnishes an account of the condition and prospects of the coal trade in Bengal. A favourable reaction is now taking place, as was

anticipated in last year's report, and the trade is rapidly improving. More than one of the old works which had been closed has been recently reopened, and some of the Companies have largely increased their operations. Considerable quantities of Indian coal have been exported; and it is understood that as an experiment, one of the Railway Companies in England has been using a small quantity of Raneegunge coal with successful results.

An account is also given of the mineral survey in the Darjeeling hills, which was effected last cold season; and of the coal-fields at Talcheer in Orissa, where trial excavations have again been sanctioned by Government.

Trade.

The Trade of Bengal, both trade by sea and interportal and internal trade, will be found to be described in some detail in the Chapter of this report on the subject. The figures describing the Calcutta trade are supplied from the Customs House, and are strictly accurate.

The total value of exports from Calcutta amounted during the past year to £29,895,839; of imports to £20,241,192; and the total value of Calcutta trade, therefore, to £50,137,031, or to more than fifty millions sterling.

There was a large falling off in the amount of rice exports, amounting in value to £332,880, and in weight to 107,072 tons. The decrease, which was wholly due to the prevailing scarcity, amounted, in the exports to the Mauritius alone, to more than 58,000 tons, and to more than 20,000 tons to the Gulfs; but it does not appear that the exports to Great Britain and Europe were in any way affected. There is a decrease of one million sterling in the value of raw cotton exported, and of nearly £200,000 in the value of jute. A smaller area of land had been sown with jute, and the crop was poor as compared with the two previous years. The excessive exportation of 1872-73 had also overstocked the markets in England, and the demand in Calcutta during the past year was slack. On the other hand, the trade in oil-seeds has to some extent recovered from the depression which was noticed in the last year's report, and showed an increase of £277,252 in value. The exports of tea were valued at £1,730,266. The increase is very satisfactory, being no less than 9 per cent., following on an increase of 3 per cent. in the previous year. The tobacco export trade—valued at £95,326—is promising. The increase of 20 per cent. over the export of the previous year is almost entirely due to trade

with continental Europe. The opportunities for the increase of tobacco cultivation in Bengal are very large, and the rapidly increasing demand that has now arisen for the Indian article may prove important to the country, and especially to the districts which chiefly export at present, such as Julpigoree, Rungpore, and Tirhoot. As regards imports, the increase was principally in the importation of specie and bullion, amounting altogether to £944,660. Among free imports, £2,003,672 represents the value of rice imported, both on Government and private account. There was a large decrease in the importation of piece-goods, in consequence of the unfavourable state of the market during the greater part of the year.

Owing to the exceptional circumstances of the season, the trade of Chittagong, which mostly consists of the export of rice, was less than usual. There is, however, a remarkable development of the tea trade from this port; 4,427 chests of tea having been exported last year, against 502 chests only five years previously. On the other hand, there was a large increase in the trade of Orissa, mainly attributable to the scarcity.

Both in last year's administration report and in the present a very full account will be found of the course of internal trade, and especially of the river traffic of Bengal. The most important traffic of Bengal is that which is registered in the Calcutta canals, which convey the produce of Eastern Bengal and the Soonderbuns into Calcutta. The total quantity of traffic discharged up the canals from Calcutta amounted in 1873-74 to 39,66,348 maunds; the total quantity of down-traffic brought into Calcutta amounted to 2,23,07,180 maunds. The principal article of up-traffic is salt, which amounted during the year to 24,87,138 maunds. The down-traffic consisted mostly of rice, 82,14,123 maunds; firewood, 53,84,313 maunds; and jute, 23,52,201 maunds. The total of the traffic registered at the toll stations of the Nuddea rivers shows 28,25,721 maunds sent upwards from Calcutta, and 70,87,400 maunds of merchandise exported downwards from the up-country marts. The oil-seeds exported from Behar amounted to nearly twenty lakhs of maunds; the rice from Dinagepore and the districts of the Rajshahye division, to nearly fourteen lakhs. The principal of the Calcutta consignments upwards was salt, amounting to 17,64,882 maunds. The total traffic of the Orissa and Midnapore canals amounted in the year 1873-74 to no less than 249,035 tons.

The Hidgellee Tidal Canal alone conveyed almost five lakhs of maunds of rice into Calcutta. During the current year, 1874, in consequence of a bountiful harvest and a pressing demand for rice occasioned by the scarcity in Behar, nearly four million maunds of rice have found their way along the Orissa and Midnapore canals into the Calcutta market. Enormous quantities of salt and coal are consigned along these canals from Calcutta for consumption in the interior.

The question of improving the condition of the existing river steam communication between Bengal and the province of Assam is still under the consideration of the Government of India.

Roads, Canals, and other public works.

In the Public Works Chapter of the report an account is given of the changes that have been effected in executive arrangements consequent on the introduction of the Road Cess Act. The old divisions have been done away with, and district charges have been substituted in their place, the limits of which are conterminous with those of the civil districts. The district engineers are also declared subordinate to, and placed at the disposal of, the district civil officers. The nature of the imperial, provincial, and local works constructed during the year, is then described. Under the first head are included the Imperial Museum and the new Telegraph offices at Calcutta, and all buildings and offices of Departments under the Government of India. Civil buildings, other than imperial, and communications, are the principal items under provincial works proper. The most noticeable among ordinary provincial works is the erection of the Presidency College, which was opened during the year. The Hooghly Bridge was completed in the year, and opened for traffic at the end of October.

Irrigation.

The projects now in progress under the Irrigation Department of Government comprise the canals in Orissa and Midnapore, the Soane canals in Behar, and sundry embankments and small irrigation works in the Hooghly and Burdwan districts. The hope which was held out last year of further improvement in the revenue of the canals has been justified. The returns are still principally derived from navigation tolls; but irrigation, especially on the Midnapore Canal, has made steady progress; the rules have worked satisfactorily, and there is every prospect of still further and lasting improvement. Although the Soane

canals were incomplete, it was determined, when the rice crops of South Behar were threatened in the autumn of 1873, to irrigate the tracts which were in danger as far as possible, and an approximate area of 159,500 acres was irrigated, which, it has been calculated, was the means of preserving from 60 to 70,000 tons of food-grain to the people. A work of great benefit to the Hooghly district was also effected by the opening out of the Kana Nuddee, an old silted up channel, and admitting water to it from the river. In the place of stagnant and putrid pools along the bed of the channel, a clear, pure stream of river water, from 40 to 80 feet wide and 40 miles in length, has now been provided for irrigation as well as for domestic purposes.

As a protective measure against famine, it is contemplated to construct irrigation canals from the Gunduck in Sarun and Chumparun in connection with the embankments already under construction, and to construct minor irrigation works in Raminuggur, Mudhoobunnee, and in other districts recently affected by the drought, which are most exposed to future danger, and where there are the greatest facilities for irrigation. The preliminary surveys are already being undertaken in view of these objects. The Lieutenant-Governor has also urged upon the Government of India the completion of the present system of the Orissa canals, which are now affording favourable prospects, and which, if complete, would entirely protect the province in event of famine.

Railways.

The traffic on Railways—both passenger and goods traffic—has evinced a satisfactory increase during the past year. A very great strain was put upon the resources of the East Indian Railway Company by the necessities of the famine. Considerable anxiety has again been felt about the protective works at Goalundo, the terminal station of the Eastern Bengal Railway, which were referred to in last year's report. No pains have been spared to protect and complete the works, but the task has proved a more formidable one than was anticipated. The spur still stands, but there was a decided subsidence in October last.

The construction of the Northern Bengal Railway embankment has been vigorously proceeded with as a famine relief work. A temporary Railway from Chumpta Ghât, opposite the Barh station of the East Indian Railway to Durbhunga, was constructed as a measure of relief for the

conveyance of grain and fodder to one of the worst tracts of the distressed district of Tirhoot. The Railway connection of Mozufferpore, the capital of west Tirhoot, with the Ganges at one point, has been sanctioned, and estimates and surveys of the country are already under preparation.

Post Office and Telegraph.

It will be seen from the report that there has been a large increase in the work of the Post Office and the Electric Telegraph during the year.

Land Revenue.

The total demand of Land Revenue for the year in all the territories administered by the Government of Bengal was £3,954,864 from 236,355 estates. Notwithstanding the failure of the harvest, the deficiency of the revenue collections was very small, and such suspensions of revenue as were granted were given as a reward for exceptional exertions in relieving distress. The Lieutenant-Governor believes that this result is satisfactory and creditable to the working of the permanent settlement. It would seem that in the opinion of revenue officers the operation of the sale laws does not lead to hardship or injustice, the stringency of the law being tempered by the exercise of a judicious discretion in the application of it. At the same time cases of hardship occasionally come to light, and the Lieutenant-Governor apprehends that it might be possible under certain safeguards somewhat to relax the rigour of some portions of the present law, and to provide that notice of an arrear shall be given to those proprietors whose names are registered in the Collector's books.

Canal revenue.

The deficiency of the rainfall had the natural effect of stimulating the demand for the leases under which the cultivators take the canal water. This was especially the case in Midnapore, where the revenue of the year from irrigation rose from Rs. 21,876 to Rs. 78,378. In Orissa, in which the circumstances of the year were different, leases were taken for only 12,571 acres of land. But even in Orissa the development, though slow, is steady. Though the area irrigated was small, it showed a considerable increase over the returns of the previous year; and the leases already executed for 1874-75 indicate that the present year will display still more favourable results. In the Patna Division the manner in which the Soane Canal works were made instrumental in arresting the progress of the famine has been already noticed.

Customs.

The Customs collections, omitting the salt duties, amounted to £988,894, and show a decrease compared with the previous year of £97,948, which is principally attributable to the falling off in the exports of rice and other commodities in consequence of the famine. A comparative statement showing the principal dutiable articles of import and export, and the customs duty realized upon them, will be found in the body of the report.

Opium.

The number of chests of provision Opium sold during the year was 42,750, and the net receipts under this head of revenue amounted to £3,583,298, a satisfactory result, which is attributable to the high prices for opium that prevailed in China. The total quantity of opium manufactured during the year was 54,716 chests; 45,000 chests will be brought forward for sale in 1875, and a balance, including the reserve of the manufacture of 1872-73, amounting altogether to 10,510 chests, will remain in hand as a reserve for sale in 1876. The action taken by Government for the suppression of opium smuggling, and in furtherance of experimental opium cultivation in the Patna Agency, is described in the report.

Salt.

The Salt revenue of the year amounted to £2,599,266. 79,44,247, or in round numbers 79½ lakhs of maunds of salt, were consumed in Bengal, of which 74¾ lakhs were imported. Out of the imports, 7½ lakhs were supplied from Indian ports, 58½ lakhs from England, and only 8¾ lakhs from all foreign ports together. The available supply of salt for the inhabitants of Bengal may be stated at fully 9½lb per annum. During his recent visit to Orissa, Sir Richard Temple found a marked tendency to increase in the local manufacture of excise salt both in Poorce and Balasore; so much so, that the time may not be distant when the local revenue under the new system may equal that under the old.

Excise.

The Excise results of the past year are more satisfactory than could have been anticipated in view of the scarcity that has prevailed over so many districts of Bengal. The revenue has increased by nearly £20,000 over that of the previous year, being £684,128 against £664,239 in 1872-73. There would be little cause for congratulation if the larger revenue indicated any increase of habits of intemperance among the

people. The returns, however, show an increased revenue accompanying a diminished consumption. This result, advantageous alike to the Government and the people, has been obtained by extending the system of selling licenses by auction, by raising the selling price of opium, by keeping a high duty on gunjah, and by requiring the payment of fees on opium licenses in Calcutta. The further enhancement of the duty on gunjah, the most injurious of all the drugs, is under consideration.

Stamps.

The total of receipts from Stamp revenue amounts to £861,992, indicating a general increase. The revenue from judicial and court fees stamps amounts to £601,258, and from general and revenue stamps to £260,634. During the year many cases of fraudulent abstraction of court fees stamps have been reported from records in the civil courts, and the question of the best mode of cancellation of court fees stamps, so as to prevent the fraudulent use of them a second time, has been under the consideration of Government. It is obvious that if these adhesive labels are to remain in use, the duty of defacing them must be carefully and thoroughly performed, and that the records should be carefully inspected from time to time by a supervising authority to make sure that no room has been left for fraud. All officers have been desired, before passing orders on petitions or other documents presented to them, to see that the stamps affixed have been properly cancelled by punching out and destroying the figure-head, and the Lieutenant-Governor has impressed upon them the necessity of acting up to these instructions.

Provincial and local finance.

The budget of the Bengal Provincial Revenues was provisionally prepared by Sir George Campbell. It was finally issued by Sir Richard Temple in April 1874, after certain modifications, introduced in order to meet the requirements of the famine. It was anticipated in last year's report that that year would close with an unexpended balance of £183,750; the famine expenditure, however, not only absorbed all surplus income, but led to an expenditure of more than £150,000 in excess of the provincial assets. In order to cover this deficit, the Government of India sanctioned a special additional assignment of £250,000 from imperial funds on account of relief expenditure, so that the year 1873-74 closed with a surplus of about £100,000. The various items of increase and decrease in the provincial estimates are reviewed, and

the general results noticed in the Chapter on Provincial and Local finance.

Road Cess.

During the Road Cess year 1872-73, which runs from October to October, the valuation of land for the imposition of the cess was concluded in 16 districts. The operations commenced on the 15th August 1871, and were completed by the 1st October 1873. The completion of this work in little more than two years is honourable to all concerned when the large number of tenures and estates to be valued is taken into account. The conduct of the landholders in co-operating with the efforts of the assessing officers was, in the end, satisfactory and creditable. In the district of Burdwan, the total number of separate valuations amounted to 6,794 estates and 77,015 tenures, and in Jessore to 3,044 estates and 51,929 tenures. The figures of the other districts are not so high as these; but the totals of the 16 districts give no less than 80,951 estates containing 304,656 tenures, and the labour attending these valuations has rightly been described as enormous. The results show clearly that subinfeudation is very general throughout the 16 districts for which the returns have been completed. Out of the aggregate valuation for all the districts, amounting to £4,721,332, £3,149,001 are due to under-tenures, or fully 66 per cent. of the entire valuations. The average ratio of the Government demand of revenue to the valuation of estates is as small as one-third of the value; but there is much variation in the several districts, the value being as high as nine and a half times the revenue in Hazareebagh—where large portions of the district were jungle or uncultivated at the time of permanent settlement—and little more than double the revenue in Orissa, where there is a temporary settlement and the Government revenue was fixed with a smaller margin for the proprietor's profit. It may be said that the difficulties anticipated in the collection of the cess have not occurred at all.

The Road Cess introduced under the auspices of Sir George Campbell has passed beyond the region of experiment, and has proved to be a practical success. The measure affords rich districts the means, often urgently wanted, of making and repairing their roads, and of opening or maintaining the waterways, which are of such importance to the producing districts of eastern and northern Bengal. The landholders and others who pay the cess do not

complain of its incidence, which seems to be so light as to be almost inappreciable. Meanwhile a secondary, though beneficial, result of the valuation is this, that the people and the Government obtain, regarding estates and tenures in Bengal, information such as never before has been available. The ryots find the registration of estates and tenures very convenient, and the Road Cess Act has in consequence become acceptable to the cultivating classes. Sir Richard Temple, in view of these successful results, has considered it right to give effect to the Act to the full extent contemplated by its framers, and to carry out the valuation and assessment as completely as possible throughout Bengal. The Road Cess Act has accordingly been now extended to all the districts of Bengal except the Sonthal Pergunnahs, Singbhoom, the Chittagong Hill Tracts, and Darjeeling. It is anticipated that at two-thirds of a full rate only, the total yield from the road cess in the province will amount to about a quarter of a million sterling a year; and that the income accruing to districts from ferries, from provincial grants in lieu of cattle trespass fees, and from miscellaneous sources, will bring the total annual income of the district road committees to about £300,000 for the whole of Bengal.

Births and deaths.

The collection of vital statistics over selected areas in Bengal, which was introduced by Sir George Campbell, is explained in a chapter on Births and Deaths. The system came into operation in most districts on the 1st of January 1873, and the returns on the whole justify the expectations that were entertained. There are now 142 selected areas under registration, comprising a population of nearly two millions and three-quarters. The rate of mortality during the year 1873 is given at 28·3 in the town areas and at 22·6 in the rural areas, showing a combined rate of 25·2 per thousand. The defects of the ordinary registration, which is carried on by means of police agency throughout the country, afford further ground for the opinion that we must be content for the present to concentrate our efforts within such a limited space as will admit of effective inquiry and supervision. An account is given in this Chapter of the registration of vital statistics in Calcutta.

Emigration.

The prevalent scarcity has naturally affected the Emigration returns, though it cannot be said to have done so in a remarkable degree. From 8,231 in 1871-72 and 17,171 in 1872-73, the

number of emigrants despatched to the colonies from Calcutta rose in 1873-74 to 24,569. The number of emigrants despatched to the tea districts of Assam, Cachar, and Sylhet, was no less than 25,811. The total number of labourers remaining employed under contract in the tea districts was 54,870. At the close of the year the Labour Districts Emigration Act, which it was Sir George Campbell's expectation would cause a great impetus to free emigration, came into operation; and the principal provisions and changes effected by this Act are described in the report. Emigration from the distressed districts of Bengal to British Burmah was also undertaken during the present year, which was deemed a peculiarly favourable time for the experiment, not only on account of the greater willingness on the part of the population to emigrate on account of the scarcity, but also from the fact that the transport of the emigrants could be readily arranged by the vessels employed in importing rice from Burmah to Bengal. The total number of emigrants up to the close of November 1874 was 5,389. Although the number is comparatively small, a commencement has been made; and the experiment will, it is to be hoped, prove advantageous to British Burmah, where the demand for labour and colonists is yearly increasing, and where, perhaps, emigrants may eventually show more inclination for settling in permanence than can be expected in the case of emigrants to the West Indies or other colonies.

Medical relief.

The results of hospital management in the various medical institutions of Calcutta, in the charitable hospitals and dispensaries of the interior, and of the management of the Bengal lunatic asylums, are described in the Chapter on Medical Relief. 618,710 patients were treated in the dispensaries; and if to these be added the patients treated in the Calcutta hospitals and in the special dispensaries established in the fever-stricken districts, the grand total of cases that obtained medical relief in the province during the year will amount to 1,804,984. Experience seems to show more and more that the results of the Medical College can never be satisfactory until the drainage works shall have been completed in the northern quarter of the city.

Sanitation.

In some parts of the country permanent sanitary improvements have been effected by the means which have this year been afforded by famine relief labour in digging and repairing wells and tanks and increasing the supply of drinking water

in the villages and near the houses of the people. Especial pains have been taken to effect sanitary improvements within the limits of municipal areas and in the most unhealthy stations, and a very fair measure of success may be said to have followed these efforts. A pure water-supply and the new drainage works have, during recent years, wrought a permanent improvement in the general health of the city of Calcutta. The services rendered by Mr. W. Clark, late Engineer to the Municipality, will cause his name to be honourably remembered in connection with these projects. Some further observations on sanitary measures in Calcutta, and on the conservancy of the Calcutta Port, will be found in the Chapter on Sanitation.

It is believed that the year 1873 was not on the whole a healthy year throughout Bengal. The epidemics of small-pox and cholera were more prevalent than usual. The endemic fever, known as the Burdwan fever, has continued, and was widely diffused, though its virulence was less than in previous years. The reports of the further history of the fever during the current year have been more hopeful, and hopes were entertained that the disease was gradually dying out. But even while this report is in press, news has been received that the fever, while abating in Burdwan, has reappeared with violence in the adjoining, and ordinarily very healthy, district of Beerbhoom. Sir Richard Temple is taking special measures in reference to this misfortune.

Vaccination.

The operations of the Vaccination department were continued with considerable success; the number of persons vaccinated in the year having been 791,634, against 687,406 in 1872-73. Fair progress has been made in the scheme under which ex-inoculators are trained and their services made use of by the Government vaccinators.

Education.

The returns and reports of the year show that Sir George Campbell's very important and beneficial scheme of primary Education has continued to make great progress during the last twelve months. On the 31st March 1873 there were in operation 8,253 primary schools of different descriptions receiving support from Government, with an attendance of 205,939 pupils. On the 31st March 1874 there were 12,229 primary schools and 303,437 pupils. In 1872-73 the State expenditure on all kinds of primary schools was Rs. 180,592,

in 1873-74 the expenditure was Rs. 3,86,833. It is evident that the late Lieutenant-Governor's encouragement of primary instruction has given a marked and beneficial impulse to educational progress in Bengal. The scheme introduced by him is at work in every district, and may, without difficulty, be improved and developed into a valuable system of national primary education for the people. The training of the village schoolmasters in normal schools is a main object to which attention is now being directed.

Sir Richard Temple entirely concurs with his predecessor in believing that the local management of these primary schools by the ordinary district authorities is essential to their success in their present state. The plasticity which at present enables these young institutions to adapt themselves to the varying needs of different localities, could not be equally secured if they were placed exclusively under the control of the Department of Public Instruction: the schools might gain in symmetry, but would lose in vitality. At the same time, it is of hardly less importance that they should be open to frequent inspection by the officers of the Educational Department.

In the schools that are classed as intermediate—that is, the schools are between those that give only primary instruction, and colleges that offer instruction to students who have passed the first University examination—there were at the close of the year 449,783 pupils; the greater number of these, however, consisted of boys who were still engaged in acquiring the earliest elements of school instruction. In the ten Government colleges and schools which prepare matriculated students for the University examinations in Arts, there were 803 pupils. This total shows a decrease; but the losses are explained, and more than counterbalanced, by the great accession of undergraduate students in the Medical College, and the Civil Engineering Department of the Presidency College, and in the new Civil Service classes. On the other hand, the number of Law students has fallen off; partly in consequence of the new rules for the qualifications of pleaders, which have raised the standard, and partly in consequence of the actual overstocking of the legal profession.

The Lieutenant-Governor is desirous of affording every encouragement to higher English education, and of inducing students to prosecute their studies beyond the narrow limits within which the natives of Bengal are too often satisfied to confine their opportunities for instruction. It is desirable

that the Entrance or Matriculation examination of the University should not be regarded as the legitimate close of a school career. Rightly considered, that examination is simply a stepping stone to a goal which has not been reached until a University degree has been conferred. On all grounds, it is of importance to encourage students to meet the object of the University, and to persevere in their studies until they become graduates. But at present the number of those who throw themselves adrift as soon as they have passed the Entrance examination, is very large compared with the few who complete their course at the University. At the Entrance examination of 1873 there were 848 successful candidates; but there were only 92 candidates who successfully passed the B.A., and only 19 who passed the M.A. examination.

A reference must be made to the chapter of the report for a full account of the results of the year in the Department of Education.

Literature and the Press.

In the ensuing chapter a brief notice is taken of the special literary works—some of which are interesting and valuable—that have been published during the year, the greater number from the Secretariat Press. An account is also given of the Vernacular Newspaper Press and of the progress of Bengalee literature, which of late years, especially in dramatic works, has been very noticeable.

The report concludes with a brief section on Miscellaneous matters of minor importance.

REPORT

ON THE

ADMINISTRATION OF BENGAL, 1873-74.

PART II.

ADMINISTRATION OF BENGAL.

REPORT FOR THE YEAR 1873-74.

PART II.

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ADMINISTRATION OF BENGAL

1873-74.

I.—PHYSICAL AND POLITICAL GEOGRAPHY.

Changes in Administration.

EARLY in the present year, in consequence of the exigencies of the famine, it was arranged by the Governor-General in Council, with the concurrence of Sir George Campbell, that Sir Richard Temple should be associated in the administration of the province, and be invested with full powers to direct and control the operations in connection with the relief of scarcity and distress under the general instructions which had been issued by the Government of India and the Lieutenant-Governor of Bengal. Sir Richard Temple proceeded first to Behar and afterwards to the other distressed tracts, and personally inspected and directed the relief and transport operations then in progress. A detailed account of these proceedings will find a place in the special report in which the famine operations of the year are described; but the fact of Sir Richard Temple's early deputation on famine duty is here alluded to as especially enabling the present Lieutenant-Governor to acquire knowledge and experience of the administration of the country, which proved of great value when the whole responsibility of that administration was transferred to his hands. Sir Richard Temple was deputed to famine duty on the 21st January 1874. On the 8th April 1874 he was appointed to be Lieutenant-Governor of Bengal.

Deputation of Sir Richard Temple on special famine duty.

Appointment of Sir Richard Temple as Lieutenant-Governor of Bengal.

Beyond these changes, however, in the *personnel* of the head of the administration, and the fact of the separation of Assam from the Lieutenant-Governor's jurisdiction, with its consequences—which will be immediately alluded to more at length,—there is not much to be recorded in this chapter of the changes that have been effected in the administration. The famine has engrossed the attention of the Government from November 1873 to the present time; and it is

not too much to say that there is hardly any officer in any department under Government who has not, directly or indirectly, borne a share of the responsibilities and work of this critical period. It was not, therefore, to have been expected that the ordinary work of the administration could have been so actively carried on as heretofore. The measures of reform inaugurated in previous years have, however, not been forgotten, and real progress has in many respects been made, though the signs that mark it are less conspicuous and numerous than have sometimes been the case.

Separation of Assam from Bengal, 7th February 1874.

Early in the present year the separation of Assam from Bengal, a measure which for many years had been contemplated, and of which the policy has been discussed and its wisdom acknowledged in previous reports of this Government, was at last effected. Under a proclamation published on the 7th February 1874 the districts of Kamroop, Durrung, Nowgong, Seebsaugor, Luckimpore, Garo Hills, Khasi and Jynteah Hills, Naga Hills, Cachar, and Goalpara, were taken under the immediate management of the Governor-General in Council, and were established into the Chief Commissionership of Assam, of which Colonel Keatinge was appointed Chief Commissioner. The necessary enactment was also passed by the Legislative Council of the Government of India providing for the exercise of the powers hitherto exercised by the Lieutenant-Governor and Board of Revenue of Bengal in the territories forming the Chief Commissionership of Assam. Subsequently, under a proclamation dated the 12th September 1874, the district of Sylhet was also annexed to Assam.

Transfer of Sylhet to Assam, 12th September 1874.

Proposed modifications of civil divisions in Bengal.

It was stated in last year's report that if the proposed transfers of parts of the Bengal province to Assam were carried out it would be necessary to reduce the cost of the existing Bengal Commissionerships in proportion to the territory taken from them; and that it was a question whether the Chittagong and Cooch Behar Commissionerships, one or both, were to be absorbed or retained. The necessary establishments to carry on the new administration were duly transferred with the transfers of territory in February and September. The Lieutenant-Governor was, however, unable to suggest any recommendations regarding the saving of civil salaries in Bengal, in order to contribute towards the cost of the new administration, until the transfer of Sylhet had been determined. When that determination was arrived at, in September last, Sir Richard Temple represented his views to the Government of India, and suggested several important changes in the constitution of the civil divisions of the province.

Proposed modifications of the Dacca Commissionership.

In consequence of the formation of the Assam administration, the Dacca divisional Commissionership had lost, it was pointed out, two out of six districts. The districts lost were Cachar and Sylhet. Of these, Cachar, however important in other respects, was not considerable as regards area and population; but Sylhet was considerable. The districts which remained were Dacca, Mymensingh,

Fureedpore, and Backergunge, all very considerable districts. The aggregate of their population amounted to 7½ million souls, and of their revenue to 48 lakhs of rupees. Of themselves they constituted a sufficient area for the supervision of a Commissioner, and so far there was no necessity for transferring another district to this Commissionership in order to make up a charge of adequate size. But as the district of Tipperah, now in the Chittagong Commissionership, lay near and convenient to Dacca, and could be best managed from that centre, Sir Richard Temple proposed to transfer Tipperah to the Dacca Commissionership.

Of the Chittagong Commissionership.

This arrangement would leave in the Chittagong Commissionership three districts,—Chittagong, Noakholly, and the Hill Tracts of Chittagong. The Lieutenant-Governor, although he bore in mind that the abolition of the Chittagong Commissionership had been proposed at various times, was unable to recommend the abolition. If this Commissionership were to be abolished, and if there was to be a Commissioner's supervision at all, whence was it to be exercised? From Dacca, if anywhere. But Dacca was altogether too remote for this purpose. On the other hand, Chittagong was a place of long-standing importance, and of an importance which, from the development of trade and marine communication, was fast increasing, and likely to increase year by year. Commercial interests were growing apace or springing up anew. The political interests connected with the Hill Tracts in the area of Chittagong demanded experienced supervision more and more. A memorial had been received from all the European firms established there, asking that the Commissionership of Chittagong might not be abolished.

Although the Chittagong Commissionership or division, as the Lieutenant-Governor would now reduce it, was not large enough for a full regulation Commissionership, yet it would be fully equal to a non-regulation Commissionership, and he accordingly proposed that the Chittagong Commissionership should be reduced from the present regulation salary (Rs. 3,166 per mensem) to the rank of a non-regulation Commissionership on Rs. 2,750 per mensem.

The newly constituted Commissioner of Chittagong would become Judge as well as Commissioner, according to the analogy of the non-regulation system, thereby saving the cost of the present Judgeship; but as the judicial work was very heavy, it was necessary that the Commissioner should have the aid of an Assistant Judge. It was to be remembered that the creation of the Assistant Judgeship, whenever needed, was contemplated by law. In this case the Lieutenant-Governor proposed to fix the salary at Rs. 1,200. It was recommended that the Judgeship to be abolished should be a second class one (on Rs. 2,000), and the saving would be the difference between Rs. 1,200 and Rs. 2,000, or Rs. 800.

By the reduction of the appointments of the Commissioner and of the Judge at Chittagong, there would be some (though not large) reduction of office establishment, and the Lieutenant-Governor undertook to reduce the present charges on this account by Rs. 200 per mensem.

Proposed abolition of the Cooch Behar Division.

Sir Richard Temple turned then to the Cooch Behar Commissionership. This had lost two districts by the formation of the Assam Administration, namely, Goalpara, and the Garo Hills. It had now three districts, Julpigoree, Darjeeling, and Cooch Behar. It was also to be borne in mind that the State of Cooch Behar would be transferred to the management of the Rajah on his coming of age, five years hence. The total revenue (14 lakhs, out of which 9 lakhs belong to Cooch Behar State,) and population (1,045,942 souls) of this Commissionership were comparatively inconsiderable. The Commissioner's salary was fixed at Rs. 2,750, of which Rs. 1,000 were debited to the Cooch Behar State, the cost to the British Government amounting to Rs. 1,750.

Proposed modification of the Rajshahye and Presidency divisions.

On general and administrative grounds, the opinion had been established that the Commissioner of the fine tract of country between the Darjeeling hills and the Ganges (at present termed the Rajshahye Commissionership,) ought to have his head-quarters at, or near, Dinagepore. This opinion was brought into prominence by the undertaking of the Northern Bengal State Railway. The Commissioner's present head-quarters were at Berhampore (Moorshedabad), south of the Ganges: but this arrangement was not the original one determined by choice (for the head-quarters used to be at Rajshahye, north of the Ganges), but arose of late years out of accidental circumstances, and had been permitted to continue only until the effect of the Northern Bengal State railway could be seen.

If, however, the Commissioner were placed at Dinagepore, he could conveniently supervise the present Cooch Behar division, and the abolition of the Cooch Behar Commissionership would become practicable, with a saving to Government of Rs. 1,750 a month, besides savings on the abolition of the office establishment.

It was admitted that if the Commissioner had his head-quarters moved up to Dinagepore and had Cooch Behar added to his charge, he would no longer be able to supervise the Moorshedabad district. This district, the Lieutenant-Governor suggested, could be conveniently incorporated in the Presidency division, of which the head-quarters are at Calcutta; Moorshedabad being only a few hours' journey by rail from Calcutta.

The Lieutenant-Governor then pointed out that the Commissioner of Cooch Behar, like other Commissioners in non-regulation provinces, had to discharge the duties of Civil and Sessions Judge, and that these duties would have to be arranged for on the abolition of the Commissionership of Cooch Behar. He proposed that the Commissioner of Rajshahye should be Civil and Sessions Judge of Darjeeling, Julpigoree, and Cooch Behar; and that to help him in these duties an Assistant Judge on a salary of Rs. 1,200 a month should be appointed, who would give such assistance to the Commissioner in other departments as his time might allow. Two-thirds of this officer's salary and of his office expenses would be defrayed by the Cooch Behar State, just as now the State pays its share of the Commissioner's salary, and also pays for the additional clerks in his office. The sum so to be paid by the

State would be Rs. 12,000 a year, the precise amount it now pays towards the salary of the Commissioner, leaving a sum of Rs. 6,000 defrayable by the British Government.

Reduction of Judgeships.

The transfer of Sylhet and this proposal regarding Chittagong would reduce the number of Judgeships in Bengal from 30 to 28. Of the establishment of 30, there are 15 in the first class (salary Rs. 2,500), and 15 in the second (salary Rs. 2,000). Sir Richard Temple proposed to follow the principle of dividing the lower number, 28, equally between the two classes; consequently there would be 14 on Rs. 2,500, and 14 on Rs. 2,000. This represented an abolition of one appointment of Rs. 2,500, and one of Rs. 2,000. In both cases he refrained from counting the two salaries as savings beyond the amount of Rs. 2,000; but out of the remaining Rs. 500 (difference between Rs. 2,000 and Rs. 2,500), he thought that half, namely Rs. 250, should be credited as Bengal savings: the remainder might be credited to Assam.

The Lieutenant-Governor stated the precise financial effect of the savings he proposed as follows:—

	Per mensem. Rs.
(*a*)—Difference in Chittagong Commissionership between Rs. 3,166 and Rs. 2,750	416
(*b*)—Difference between Rs. 1,200 and Rs. 2,000, as pay of Chittagong Judgeship and Assistant Judgeship...	800
(*c*)—Abolition of the Cooch Behar Commissionership ...	1,750*
(*d*)—Saving of Cooch Behar Commissioner's office establishment Rs. 27,028 per annum, less by Rs. 6,000 on account of the salary and office of the Assistant Judge (see appendix), equal to a monthly saving of	1,750*
(*e*)—Special savings in salary of Judgeships	250
(*f*)—Reduction of office establishment in Chittagong Judgeship and Commissionership	200
Total ...	5,166

* Pay Rs. 2,750: deduct paid by Cooch Behar State Rs. 1,000, leaving defrayable by British Government Rs. 1,750.

or Rs. 61,992 per annum.

The Government of Bengal had undertaken to provide savings equal to one-third of the cost of the Dacca Commissionership, and one-half of the British charge for the Cooch Behar Commissionership. From the calculation in the margin, this understanding represents a sum of Rs. 3,391 per mensem, or Rs. 40,687 per annum. The proposals of the Lieutenant-Governor fulfilled, and more than fulfilled, that engagement: in fact, a margin of Rs. 1,775 per mensem was left in favour of Bengal, *i.e.* the difference between Rs. 5,166 and Rs. 3,391.

	Rs.
Half cost of the Cooch Behar Commissioner's salary and office to Government ...	24,014
One-third cost of the Dacca Commissioner's salary and office	16,676
Total ...	40,690

Sir Richard Temple, therefore, took this opportunity of proposing a measure of which the necessity had been apparent ever since the commencement of the scarcity in Behar, namely, the division of the Tirhoot district into two districts. That great district,

Proposed establishment of a second district in Tirhoot, with head-quarters at Durbhunga.

with a population of 4,350,000 persons, was quite beyond the power of any one Collector for effective management and supervision. It was about double the average size in difficulty and importance of an ordinary district in Bengal. As soon as affairs became serious there, respecting scarcity and relief, it was found necessary to separate the relief management of East Tirhoot from the charge of the Collector of Tirhoot. For some time to come East Tirhoot would need more administrative care than the Collector of so extensive a charge as all Tirhoot could possibly bestow. In the interest of Government and of the people the Lieutenant-Governor strongly recommended that East Tirhoot, including the sub-divisions of Mudhoobunnee, Durbhunga, and Tajpore, would be formed into a new district, to be styled East Tirhoot, with head-quarters at Durbhunga. This would leave the remainder of Tirhoot, comprising the sub-divisions of Mozufferpore, Hajeepore, and Seetamurhee, as West Tirhoot. The population of East and West Tirhoot, respectively, as it would stand by this arrangement, is shown in the margin. This would necessitate the creation of one new appointment, a Collectorship, which it was proposed should be in the lowest grade, namely Rs. 1,500. As a set-off, one appointment of Joint-Magistrate on Rs. 700 would be abolished, leaving a net cost of Rs. 800. For the office establishment of the new Collectorate, His Honor proposed a limit of Rs. 1,075, against which there would be a set-off of Rs. 100 by the abolition of the present sub-division of Durbhunga, leaving a net charge of Rs. 975: the total cost would then be Rs. 800 + Rs. 975, or Rs. 1,775.

West Tirhoot	...	...	2,188,382
East Tirhoot	...	...	2,196,324

Sir Richard Temple added that if the Government of India should be pleased to approve of his proposals, he would be glad to carry the Tirhoot arrangement into effect from and after the conclusion of the present relief operations, and the other arrangements he proposed to bring into effect during February next.

The above proposals are still under the consideration of the Supreme Government and Secretary of State.

Completion of Sir G. Campbell's scheme of parallel promotion in the Civil Service.

The progress of the nearer equalization of the salaries of Magistrate-Collectors of districts and of the district Judges, of the heads of the Executive and the heads of the Judicial Departments, was dwelt on in the last year's report. During the present year this scheme of parallel promotion has been fully carried out. The grades of Magistrate-Collectors and of district Judges stand now as follows:—

15 Judges of the 1st class on Rs. 2,500 a month.
15 Judges of the 2nd class on Rs. 2,000 a month.
15 Magistrate-Collectors of the 1st class on Rs. 2,250 a month.
15 Magistrate-Collectors of the 2nd class on Rs. 1,800 a month.
6 Magistrate-Collectors of the 3rd class on Rs. 1,500 a month.
1 Superintendent of Survey (classed with Magistrate-Collectors on Rs. 1,500).

Sir G. Campbell's recommendations on behalf of the Civil Service.

It is believed that this change has been regarded as beneficial by the members of the Civil Service who are most directly affected by it, and that it has proved advantageous to the State. The late Lieutenant-Governor, before he made over charge of his office, left on record that the more he had seen of the effect of these arrangements, the more he had become convinced of their benefit. At the same time, he represented to the Government of India that the fact was now more prominently brought to notice that district officers, both Magistrate-Collectors and Judges, were paid less in Bengal than in any other part of India. Taking, for easy comparison, the North-Western Provinces, it would be seen that all Judges and all Magistrate-Collectors there received exactly the same salary as the first-class officers in each grade in Bengal received. Half the Judges, and more than half the Magistrate-Collectors in Bengal, received a lower salary. On the other hand, it could not be said that in any respect Bengal districts were inferior. On the contrary, the thirty-six Magistrate-Collectors in Lower Bengal administered a territory fully twice as large and twice as populous, and quite as important, as that administered by the twenty-seven Magistrate-Collectors of the North-Western Provinces. Each charge on the average was much greater, but the average pay was less. Already, also, on account of climate, much preference was shown to the North-Western Provinces; and it seemed hard and inexpedient that the difference between the provinces should be aggravated by lower pay. It was pointed out that if there was generally slightly better promotion in Bengal (temporary blocks apart), the reason was that the climate of the districts in the Lower Provinces was more trying, and that men were expended quicker. Bengal Civilians certainly had not a large share of the Government of India and other appointments. Of late years the fact had been just the contrary. Sir George Campbell therefore strongly urged upon the attention of the Viceroy the claim of the Bengal officers to such an addition of pay as would at least put them, in that respect, on an equal footing with the officers of other provinces.

In the same letter, in connection with the pay of the Service as affected by considerations of climate, Sir George Campbell also represented that it was a hardship that while so large a proportion of the Bengal Civil Servants were condemned to very inert and relaxing, and a good many of them to unhealthy climates, the dry and healthy non-regulation provinces under this Government, which would have been so beneficial as a set-off, had previously been almost monopolised by military men. Sir George Campbell had recognised the claim of Civilians to a fair share of these appointments, surrendering with that view much valuable patronage which he might have exercised, and most of the large districts were now held by Civilians. It was pointed out that the non-regulation districts of Bengal were quiet and settled, and that there was no occasion for any peculiar military-civilian element; and Sir George Campbell accordingly recommended that no further appointments of military men might be made to these districts, and that for the future the non-regulation divisions and districts might be officered by Civilians.

In this representation to the Government of India, a reference was again made to the hardship imposed on Magistrate-Collectors by the rule which prohibited travelling allowance to Civil Servants drawing salary of Rs. 23,000 a year or more. Under this rule, Magistrates of the first class were excluded from the benefits of travelling allowances when proceeding to the interior of their districts, and a heavy charge was thus imposed upon them in the performance of that particular duty on which successful administration to a large extent depends. Sir George Campbell thought that the cost incurred by Magistrate-Collectors of the first grade moving about their districts should be charged to the State, by the grant of travelling allowance in all cases without restriction, and the proposal was submitted for the favourable consideration of His Excellency in Council.

Permanency of district officers.

The urgent requirements of the famine districts necessarily caused a great strain upon the civil establishments of these provinces, and for the greater part of the year every available officer was withdrawn from his own sub-division or district and posted on special duty. Many districts were thus left underhanded, and very heavy pressure of work was thrown upon the officers who remained at their stations. The changes were unavoidably most frequent at sub-divisions, where the efficiency of administration cannot but have suffered ; but of officers in charge of districts, the Lieutenant-Governor is glad to be able to say that the changes were less numerous, and that at the close of March 1874 there were no less than 25 Magistrate-Collectors who had continuously or otherwise been in charge of their districts for a period of two years ; and many of these were officers of great experience and ability, who had been in charge for a much longer period. During such a year as has passed, the country derived the greatest benefit from this comparative permanency in the appointment of its district officers; and Sir George Campbell's scheme of parallel promotion—under which alone this permanency could have been possible—has secured the best testimony to its worth, and suitability to the conditions under which it operates.

Extension of the sub-divisional system.

The progress made towards the completion of the sub-divisional system in Bengal was noticed at page 8 of last year's report. It was there shown that 92 sub-divisions had actually been opened, that six others had been sanctioned, and that four more were under discussion. The pending proposals now affect the divisions of Patna, Rajshahye, and Chittagong. In the Patna division a sub-division has been proposed at Gopalgunge, in the district of Sarun, and its establishment is only awaiting the sanction of the Government of India. In the Rajshahye division two sub-divisions are now contemplated in the Dinagepore district; at Thakoorgaon and at Putneetollah. One sub-division is contemplated in the Rajshahye district, at Nooroolabad. In the Rungpore division there are to be two new sub-divisions ; one at Kureegaon in the east of the district, and the other in the north of the district ; but the head-quarters of the latter have not yet been decided on. As regards district boundaries, the Lieutenant-Governor desires to leave them intact, and to maintain Bogra and Pubna as independent districts. In the Chittagong division, the proposal to open a new

sub-division in the south-west corner of the Tipperah district, with head-quarters at Chandpore, has been approved; but His Honor has postponed all the pending questions of jurisdiction, as far as they relate to the district of Chittagong, until after his visit to that district in January.

Sub-divisional establishments.

Of the 100 sub-divisional establishments sanctioned on the principles and scale indicated in last year's report, 91 have been distributed among 73 sub-divisions and 35 sudder stations, leaving 8 of the 81 opened sub-divisions unprovided with canoongoes. In some cases one establishment has been made to serve at two places, as was contemplated under the original resolution. The scheme for strengthening the sub-divisional establishments in Bengal did not necessitate any revision of the existing system of canoongoes in Orissa, as the Commissioner wanted to keep that system intact; but the reorganization of the canoongoe establishment in that province has been matured and brought under systematic revision. The value of these establishments has been severely tested by the strain which has been put upon them during the year in connection with the prevailing scarcity; but they have done as well as could have been expected from them during their first year of trial, and the opinion is almost unanimously expressed that they have supplied a great want, and are an invaluable and very promising agency.

Native Civil Service examinations.

Examinations for admission into the Native Civil Service, from which, as was explained in last year's report, the subordinate executive agency of the country is now being recruited, were held, as usual, in March 1874 at Hooghly, Patna, Dacca, Cuttack, and Gowhatty. 385 candidates appeared and were examined, of whom 200 were passed and were distributed over Bengal in various grades of appointments.

Sir Richard Temple can not but regard the general outturn of these examinations with satisfaction, as showing that the system was duly appreciated by the educated classes, and that increasing numbers were endeavouring to qualify themselves by studies and experience. At the same time, His Honor considered it right to record in a published resolution that it was to be borne in mind that the result of the present examination, and of the examinations which were held on two previous occasions, had been to render 376 gentlemen eligible for appointments. The appointment to sub-divisions for the first time of subordinate executive officers had enabled Government already to provide almost all those passed on previous occasions with suitable posts; and in this year the necessities of the famine had rendered available a considerable number of appointments for men who had passed this year's examination. In the future, however, the requirements of the Government service would be on a much smaller scale. Including temporary and officiating appointments, the approximate number of officers of the higher grade in the services, for the supply of which these examinations were specially organized, is 375, as in the margin. Excluding temporary posts, there are only 100 appointments of the lower grade of such a character as passed candidates would be likely to accept in

Deputy Magistrates and Deputy Collectors	232
Sub-Deputy Collectors	114
Subordinate Executive Service in non-regulation provinces ...	29
Total ...	375

the sub-divisional establishments. To these must be added whatever appointments Magistrates and Educational Committees might put at their disposal. Taking all these into account, it was not likely that the number of vacancies in appointments of both grades would exceed 15 on an average yearly; and it was to be remembered that under the rules it had been distinctly laid down that a passed candidate was not entitled by his success to an appointment under Government, but was only eligible for such appointments as vacancies arise. It was not, therefore, absolutely obligatory that all the appointments which might fall vacant should be conferred on the gentlemen selected from among the passed candidates. The selection of Government was not entirely limited to the list of those who had succeeded at these examinations. The Lieutenant-Governor, though quite desirous of maintaining the principle of the existing rules, yet deemed it expedient to state these circumstances, lest expectations should arise to an extent which Government might be unable to fulfil.

Putwarees.

The views of Sir George Campbell on the advisability of reviving and keeping up the office of putwaree were mentioned at page 28 of last year's report. It has not been found possible to do as much as the late Lieutenant-Governor wished to do without incurring a large expenditure; but all has been done that could be done under the cover of the existing law. Under the authority given to them, the Board of Revenue have issued rules providing for the appointment of putwarees in future resettlements; the filling up vacancies in the body; the removal of putwarees; keeping up registers in collectors' offices; the due filing annually in sub-divisional offices of prescribed forms of accounts for certain other duties of putwarees and their remuneration; and for taking an engagement from the zemindar to perform putwaree's duties in every estate for which no putwaree is appointed. These rules are now in effect throughout Bengal. The Board of Revenue have also been desired to do what they can towards reorganising the existing putwaree establishments in Behar, Rajshahye, and Cooch Behar; but the undertaking is a long and tedious one, and has not yet been concluded.

Putwarees in Orissa.

The re-establishment of village putwarees in Orissa has been under the Lieutenant-Governor's special consideration, and an expression of the general weight of opinion in Orissa on the subject has been invited. If indeed the work is ever to be done, now would seem to be an appropriate time. The people of Orissa have still twenty years of their settlement to run; they have recovered from the evil effects of the famine of 1866, and several years of good harvests and favourable prices have put money into the pockets of the classes connected with land. A great canal system is being gradually constructed, which will add to the value of the land, and will at the same time create new and complicated interests and questions, such as would make a putwaree more than ever useful to his constituents, the members of the village community. Within a very few years there will be, if for canal revenue purposes only, a cadastral survey of a great part of Orissa. At such an operation, a staff of village putwarees would be of the greatest use, while the putwarees would derive lasting benefits from being allowed to take part in the work. It would be eminently desirable that the reorganisation

of the putwarees should be complete, and that the putwarees should be in thorough working order before the resettlement of 1896 begins. Education is to some extent spreading in Orissa, which, despite its supposed intellectual backwardness, was found in 1872 to possess more village schools than any part of Bengal. It may, therefore, be hoped that competent indigenous agents may be found for the work of putwaree.

Illegal cesses.

The subject of the collection of illegal cesses, which was prominently alluded to in last year's report, has been under the Lieutenant-Governor's consideration. The question of agricultural cesses was disposed of by Sir George Campbell; but the question of the illegal levy of transit tolls and market duties, and of river and mooring tolls, was, at the close of last year, still before the Government of India, to whom Sir George Campbell had expressed his opinion that legislation on this subject was necessary. A reply from the Government of India has since been received, which has suggested further important inquiry; but as the subjects raised in that letter are still under discussion, and unsettled, they will not be further alluded to in this volume, but will find a place in next year's report. The question of the levy of illegal cesses in Government estates will be found to have been touched upon in another page of the present report.

Rent difficulties.

The matters in dispute between zemindars and ryots, which unfortunately assumed so great a prominence in the general administration of the past year, have become less noticeable under the shadow of the larger questions that have engrossed the attention of Government. Things are still unsettled, but there has been singularly little of agitation and complaint in the native press and elsewhere. It is not unlikely that a good many cases have after all been, or may be, privately compromised. The public peace has not again been glaringly disturbed. The scene of the struggle has been transferred to the Civil Courts, and some of the points in dispute are gradually being settled by leading and final decisions of the Courts. In the Pubna district a very large number of cases have been instituted in the Moonsiffs' Courts, but there have been no other outward manifestations of ill-will between the parties. The ryots, it is said, have found the registration of estates and tenures under the Road Cess Act a very great protection, and have almost always secured themselves with a copy of their zemindars' return as soon as it is filed, and refuse to pay anything whatever beyond the rental therein entered. The Act has in consequence become very popular among the cultivating classes. It is in the districts of the Dacca division that indications of the unsatisfactory relations between landlords and tenants have mostly manifested themselves in the question of rent.

Rent suits.

The transfer of rent suits to the Civil Courts has, throughout the greater portion of the Lower Provinces, withdrawn this important class of cases from the direct supervision of the Revenue authorities. The Lieutenant-Governor has been sorry to find that there is much difference of opinion both among our officers and the people as to whether

this transfer is proving satisfactory in its effects. Notices of enhancement and relinquishment are still served through the district Collector, and the number of these affords some index of the state of the relations between landlords and tenants. The Commissioner of Dacca has remarked that in those districts of his division in which rents are highest, notices of enhancement have been most numerous, and he attributes this to the fact that the ryots of those districts are more inclined than others to resist the payment of irregular cesses, and that consequently landlords are driven to raise their rents. But the facts appear to admit of a simpler explanation. Where rents are low, it is probable that there is much unoccupied land, and landlords are ready to bid down to the terms which the ryot will accept; but in a thickly populated district, the competition for land is keen, and the ryot is forced to bid up to the terms which the landlord may demand. The Lieutenant-Governor believes that the zemindars in Eastern Bengal have some justification in demanding a moderate share in the growing increment in the profits of cultivation. It is to be hoped that the ryots will remember the reasonable right of the landlord, and that the landlords will be scrupulously moderate in their demands, and that so any approach to an agrarian dispute may be avoided, inasmuch as the springing up of such disputes is greatly to be deplored as being sure to cause mischief to both parties concerned.

Of the divisions in which rent suits are still tried by the District Officers, there was an increase in the number of cases in Orissa and Chota Nagpore, but not of a nature or extent, to call for special remark. Throughout the country generally, the pressure of the severe trial which so many districts have undergone has postponed the adjustment of the rent question, and when the matters in dispute again come under discussion; the Lieutenant-Governor hopes and belives that the forbearance which landlords in general have shown during the late period of difficulty will not be forgotten, and that both parties will approach the subject with mutual feelings of kindliness and moderation.

Proposal to appoint a representative manager in estates held by joint-proprietors.

The possibility of remedying the grievance at present felt by ryots who have to pay their rents separately to a number of joint-proprietors in the same estate has for some time been under the consideration of the Government of Bengal. The opinion of the Board of Revenue on the subject was, that the evil was a serious one both to tenants and to the smaller shareholders, but that it was not possible to devise any practical remedy. Sir George Campbell, however, was not satisfied with this conclusion, and he recorded a resolution reviewing the whole question, and inviting an expression of opinion from the representatives of the landed interest, as explained at page 40 of last year's report. Replies from all parts of Bengal, and from persons of all grades belonging to the landholding community, have been since received, and have been considered by the present Lieutenant-Governor. These replies have shown distinctly that while some landholders are opposed to any legislation on the subject, and others differ among themselves as to the form which legislation should take, there is a general agreement that the existing system entails much hardship and oppression

upon the ryots, and causes a good deal of inconvenience to the joint-shareholders themselves.

Sir Richard Temple has expressed himself to the Government of India that he concurs with his predecessor in desiring to see some remedy applied to this admitted evil, and in declining to accept the conclusion that the existing provisions of the law practically afford sufficient protection to the ryot, if only he choose to avail himself of them. The provisions referred to were intended, not for the protection of the ryot, but for the protection of the co-sharers; the object was not to save the tenant from inconvenience or extortion, but to insure that one landlord should have no preference over the rest in realizing rents in which all were entitled to share. Nor could the Lieutenant-Governor admit that the provision of the law which allows the ryot to deposit his rent in court sufficiently meets the evil. A ryot who adopts this course has in many cases to lose several days' work; he must pay a mookhtear to draw up his petition, and must bear the expense of the stamp; he often does not know who his landlords are; and instances are not uncommon in which the shares of them all, when added together, amount to more than the sixteen annas which ought to make up the whole.

The remedies which have been proposed are the following:—

1*st*.—The simple re-enactment of Sections 23 and 25 of Regulation VIII of 1793, which were repealed by Regulation XVII of 1805. Sir George Campbell appears to have been in favour of this.

2*nd*.—The re-enactment of those sections with considerable modifications, as suggested by the Secretary to the British Indian Association.

3*rd*.—The enactment of a law providing for compulsory partition where the shareholders cannot agree to appoint a joint-manager. This is recommended by several of the zemindars, and is strongly advocated by the Commissioner of Orissa.

The first of these measures would, the Lieutenant-Governor thinks, be effectual. The law is of a very stringent character; the Collector has merely to call upon the proprietors to appoint a manager, and if they neglect to do so he may at once nominate one.

This result however would, in Sir Richard Temple's opinion, be attained not by any general adoption by landlords of the system of appointing joint-managers, but by throwing a very large number of estates into the hands of district Collectors. It has not, the Lieutenant-Governor thinks, been sufficiently considered that in many cases the proprietors themselves would prefer to have the estate managed by the Collector's nominee. Non-resident proprietors would generally prefer this, and it seems likely that small resident sharers would often feel the same. For this reason it appears to the Lieutenant-Governor that the re-enactment of Regulation VIII of 1793 would not operate very largely as a means of inducing landlords to agree to the appointment of a joint-manager. In many cases it would have just the contrary effect.

It is manifestly undesirable, and would perhaps be impossible, for Collectors to undertake on any large scale the duty of appointing zemindaree managers. For it would not be equitable that the connection of the Collector with the estate should end with the mere nomination of the manager. The Collector would be bound to see that the manager did his duty, and, in short, he would have to exercise much the same supervision as he now does in a Ward's estate. The steady tendency of a return to the legislation of 1793 would be to reduce the zemindars to the position of mere annuitants upon the land; and Sir Richard Temple has no doubt that, though this might remedy the evil complained of, it would do so at a price altogether disproportionate to the benefit.

To re-enact the old law with any such modifications as are suggested by the Secretary to the British Indian Association would, in the opinion of the Lieutenant-Governor, be hardly effectual. The procedure proposed is such as to throw the burden of proof at every step upon the Collector.

It does not appear to the Lieutenant-Governor that a solution of the difficulty will be found in the enactment of a law providing for compulsory partition, as recommended by the Commissioner of Orissa. One result of such a law would be an excessive multiplication of petty estates. The Commissioner of Orissa states that in his division it is a common thing for an estate of 100 acres to be owned by 25 or 30 joint-proprietors. The Lieutenant-Governor cannot think it desirable that such an estate should be partitioned into 25 or 30 separate shares. Such a measure would involve a very serious increase in the labour of keeping the accounts of the land revenue, and would tend to perpetuate a class of petty proprietors who would be unable to apply capital to the land, or to do anything for the improvement of their property.

The defect of all these proposals appears to the Lieutenant-Governor to be that they fail in giving proprietors any direct and powerful inducement to appoint a joint-manager. What is needed is not machinery for administering the estate in the event of a refusal on the part of the proprietors to appoint, but a measure which shall make the proprietors eager to appoint a manager from regard to their own interest; and this, the Lieutenant-Governor is inclined to think, might be attained by a modification of the law of rent.

Proposed legislation.

A law might be passed declaring that no under-tenure holder or ryot is liable to pay rent to more than one person in respect of the same land; that when there is more than one owner, the agent appointed by the owners, or by (say) two-thirds of them, shall be the person to whom the tenant is liable to pay rent; that such agent, and no one else, shall be the plaintiff in any suit brought to recover arrears of rent; and that any suit brought in contravention of these provisions shall be dismissed with costs. Joint shareholders would be required to certify to the Collector the name of their authorized agent, and a register of such agents would be kept in the Collector's office.

The Lieutenant-Governor does not desire to put forward this suggestion as anything more than an indication of the line which

should, in his opinion, be taken in any legislation which may be attempted on the subject. Of course, the details of any such measure would have to be very carefully considered; but it appears to His Honor that any law which may be passed with the object of settling the question should be framed upon the principle which has been aimed at in the above outline, viz. to make it the interest of the proprietors to do what we wish them to do.

In reply to this representation the Government of India has desired the Lieutenant-Governor to cause a Bill to be prepared in the Bengal Council in accordance with his views and to obtain thereon the criticisms of the more experienced officers and of the leaders of the zemindaree interests in Bengal, and also the opinion of some of the more intelligent ryots and talookdars, as to how far the proposed measure will protect their interests. A Bill is accordingly now being prepared and will shortly be laid before the Council.

Relations with Tributary States, and Frontier Affairs.

SIKKIM TRADE WITH THIBET AND CENTRAL ASIA.

MENTION was made at page 45 of last year's Administration Report of the proposal that Mr. Edgar, the Deputy Commissioner of Darjeeling, should, as soon as possible after the rainy season, make a tour into the Sikkim territory and thoroughly acquaint himself with the state of the country, and after his visit should submit to the Government detailed information regarding the actual condition, extent, and prospects of trade with Thibet, the best line for the construction of a road over the passes, and all other matters which would help Government to take action upon the important question of the resumption of commercial intercourse between India and the countries beyond its northern frontier.

Mr. Edgar's visit to Sikkim.

Mr. Edgar accordingly visited Sikkim during October and November last, and submitted a report to Government, which has been separately printed, of great excellence and interest.

The subject in connection with this question, which has attracted the greatest interest, relates to the routes best available for communication with Thibet from our territories, and an opinion has been expressed, which is now strongly supported by the papers before Government, that the best route to encourage will be the route through Sikkim from Darjeeling in connection with the Northern Bengal Railway. While all our attempts for the exploration of the routes into Thibet from the Bhootan Dooars and the Assam valley have hitherto failed, and the difficulty always presents itself that the passage through the Nepaulese districts to the west would have to be secured through foreign and semi-civilized territory, we have now the assurance, confirmed by Mr. Edgar's personal experience, that a safe and practicable line of communication can be effected in almost a direct course to the Thibetan frontier, passing through a country which is in friendly relations with us and willing to give such assistance as lies in its power to attain the object we have in view.

Best available route to Thibet lies through Sikkim.

The choice or approval of one pass before another is, however, not at present a matter of any pressing importance; and the decision as to the particular pass by which communication is to be established with Thibet may well be deferred till the questions

Importance of establishing a road through Sikkim from Darjeeling.

more nearly affecting us, regarding the construction and maintenance of a road through Sikkim, are definitely settled. On this point Sir Richard Temple believes that the time and circumstances are encouraging for the construction of such a road. We may expect, in the absence of unforeseen contingencies, to see finished within two years from the present time, the Northern Bengal Railway. Great as the material advantages will be, which, with the completion of this railway, will open out large and important districts beween the Ganges and Darjeeling, the facilities of communication, the easy access to hill sanitaria, and the development especially of the tea industry in the Darjeeling terais, the Lieutenant-Governor has submitted his opinion to the effect that the Government should avail itself of the present opportunity of extending such means of communication in connection with this railway *beyond* Darjeeling, by giving effect to those provisions of the treaty of 1861 with the Sikkim Raj, which refer to the construction of a road through its territory. In this view the Lieutenant-Governor suggested that, adopting the recommendations already made as to the line of the road, its course should be professionally surveyed by a competent officer during the next cold season.

Recommendations in favour of a bridged and metalled road.

The Lieutenant-Governor was quite prepared to endorse the views expressed by Mr. Edgar in one of the concluding paragraphs of his report, when speaking of the importance of a road through Sikkim to the frontier, he says—

"Although the construction of such a road would, of course, at the outset be "regarded with much suspicion by the Thibetans, I have little doubt that, if once it "were made, friendly relations with Thibet, and a trade singularly advantageous to "both countries, would follow almost of themselves; and without such a road I do "not expect much good from other measures. It is a surprising thing that no steps "should have been taken to make a road immediately after the treaty of 1861; but "I venture to hope that the matter may now receive the favourable consideration "of Government."

And surely there is a great opening to legitimate and civilizing commerce in the completion of such a project. For in support of the contention which the Lieutenant-Governor would maintain of the existence of an increasing desire for commercial communication with the outer world on the part of the people of Thibet, His Honor ventured to remind the Government of India that, in advocating measures for the opening of trade with that country, we were not so much pressing upon them the introduction of a new thing to which recent necessities had given birth, as endeavouring to secure the revival and permanent establishment of that which not only existed before, but which owed its existence to the initiative of the ruling authority in Thibet. In Part I of the Selections from the *Calcutta Gazettes* from 1784 to 1788, containing Historical and State papers, edited by the President of the Record Commission, we find at page 3 a notice issued by the then Governor-General in Council to native merchants of Bengal, intimating the desire on the part of the Rajah of Teeshoo Lomboo "to open an intercourse of trade between Bengal and Thibet," and promising encouragement and assistance to all who

Previous proposals in favour of this project.

were willing to embark in the undertaking. Coming down to a later date—indeed a date so recent as the year 1864—it appeared that there were inquiries instituted on the subject which originated with information in a great measure supplied by Cheeboo Lama, who represented that the trade between India and Thibet was yearly increasing, and had then assumed considerable proportions. This was fully confirmed by the report of the Deputy Commissioner, who showed that there had been a steady annual increase of trade both with Sikkim and Thibet during the four years brought under notice; that with the then improved relations with Sikkim, the great difficulties to a wider expansion of traffic arose solely from imperfect communications in a mountainous country; and with reference to this the hope was expressed, as now, that the execution of the project of a main road from Sikkim to the frontiers of Thibet in connection with a railway from Calcutta would no longer be delayed. It was represented that a considerable portion of the China trade would, with the completion of such a road, be diverted from other and more circuitous routes, and would result in making Darjeeling, with its fine climate, an important mercantile centre.

Nature of expected trade with Thibet.

In approaching the consideration of the questions connected with the character and extent of a possible trade with countries beyond Sikkim, it seemed to the Lieutenant-Governor that we should always have to bear in mind the general poverty of Thibet. As a whole, Thibet is very thinly populated, the greater portion of its inhabitants living at great heights, varying between 9,000 and 11,000 feet. In the absence of reliable statistics of its trade, Mr. Edgar admits an inability to furnish anything approaching to complete information on the subject; but, from the inhospitable nature of the climate, and the extreme desolation of its most barren parts, we may conclude with some certainty that it can boast at present of few valuable productions for export. From such data as could be collected by Mr. Edgar, we find that while there is almost an entire absence of manufactures in the country,

Thibetan products.

Thibet is really wealthy in its cattle, and abounds also in minerals; its gold fields, hitherto little explored, extending (as we learn from other sources) from Rudok to Lassa, some 700 miles. From feelings of superstition it is alleged the authorities are opposed to the working of the silver mines especially, and at least it is quite certain that no systematic attempts have yet been made for the development of these natural resources. There can, however, be little doubt that, were the way once opened for regular commercial transactions, self-interest would operate on a people said to be "eminently a commercial people" to work the gold and silver mines. It is the same as regards "the magnificent flocks and herds which are now almost wasted for want of some means of conveying them and their produce to the markets of India," and the hardy and useful Thibetan ponies, which are even now brought in small numbers, though at much risk, to the Darjeeling market. In all these directions considerable openings for a legitimate and valuable export commerce are apparent, if a good road existed.

Anticipated British exports from India.

The advantages, however, are much more marked when we look to the traffic which we can carry into these trans-Himalayan countries. The following quotation from Dr. Walker's Cyclopœdia places the subject in a clear and intelligible form before us :—

"Through Darjeeling is the shortest mountain passage across the Himalaya "into Thibet and Central Asia, and there is no doubt that a large commerce in "British manufactures could be established for these countries. Mr. Moorcroft gave "it as his opinion that it is at our option whether Central Asia shall be supplied "with goods from Russia or England. The brothers Schlagenweit corroborate "that view. Mr. Bogle said that the trade must have been a very considerable "one in broadcloths, and that the demand for it was still very great in his time. "Dr. Hooker, in his evidence before the Colonization Committee, said there was "nothing the Thibetans admired so much as the cloth of his garments, and he "believed if they could obtain British woollens they would gladly use them."

English piece-goods.

These opinions of very competent authorities find strong confirmation in the information which is now before Government. English woollens and broadcloths are still much sought after, though apparently they have to contend with Russian competition. It is well established that, notwithstanding the policy of exclusiveness which Chinese influence dictates and imposes upon Thibet, European goods find their way to Thibetan centres of trade at Jagartchi, Nagarchi. and Lassa, but they are mainly imported into Thibet through Nepal and Ladakh by Cashmeree and Newar traders, who reside at the great marts. As has been already reported, a large quarter in the capital at Lassa is inhabited exclusively by Cashmeree traders, who traffic with Ladakh, and to some extent with India through Nepal, but are not allowed to pass through Sikkim.

If we attempt to follow on a map the course of this trade, and bear in mind the other material facts connected with it, as, for instance, that the Cashmeree merchants pay in bullion (the produce of the country) for the articles they have imported, and that much of the silver, for the most part imported into Thibet from Assam by the Towang route, thus finds its way back into India, we can have little doubt that, if the necessities of the people surmount such difficulties, they would soon break down all the opposition which quasi-political exigencies create when the facilities of a direct communication were permanently established. In other passages Mr. Edgar brings to notice the large expansion of trade which might possibly arise in the introduction of Darjeeling teas into Thibet. It is quite understood that the existing prohibition of the importation of our teas into that country is entirely in submission to Chinese authority. Possibly our producers, if the trade in tea were free, might, in course of time, supplant the China article both in quality and price; but probably this would be the latest concession which the Chinese Government would voluntarily make, and remonstrances against their exclusiveness in such a matter would meet with little response. It would be different in the case of salt, in which Chinese interest would not to the same exent conflict with ours. Mr. Edgar's opinion that "the market for Thibet salt must for the present be almost exclusively local," is scarcely confirmed by other accounts,

Tea.

Salt.

which state that nearly all the salt consumed in the Himalaya is from Thibet, and that the supply of the article from that country extends to some of the Chinese provinces, and even to the north of Burmah. Certain it is that salt produced by solar evaporation abounds throughout Thibet, and that it is carried with immense labour upon the backs of men, women, children, and animals to many parts. Even taking Mr. Edgar's prices of Thibet salt at present sold at Darjeeling for Rs. 8 a maund against sea-borne salt at the same place for Rs. 10, there can be little fear that, with communication and transport cheapened by the opening of the Northern Railway, any recourse need be had to the imposition of a duty upon the foreign article. It was the Lieutenant-Governor's opinion that the salt from Calcutta, as better and cheaper under the conditions named, would quite supersede the produce from Thibet, and possibly find its way beyond Thibet. In all these things the prospects are encouraging. The trade has not to be created, but exists. The traders are ready also, if but the means are open, which it is the object of this letter to bring prominently under the consideration of the Government of India. So far the opportunity is in our own hands, and we should not be slack in taking advantage of it; and if to this can be added the hope that Her Majesty's representative at the Court of Pekin could prevail upon the Imperial Cabinet to discountenance the interference of its agents at Lassa against the admission of our goods and merchandise, nothing would be wanting to ensure the most unlimited success.

Valuable nature of Mr. Edgar's report.

It is necessary to add, with reference to Mr Edgar's report, that allusion has here been made only to the one point connected with the prospects of a renewal of commercial transactions with the countries beyond Darjeeling as being the most important question immediately before the Government. There are, however, many other subjects, for valuable information on which the Government is much indebted to Mr. Edgar. Such are—the relations of Thibet with China and Nepal; the history of Buddhism in Thibet; the military strength of that country; the revenue system in Sikkim, and many of its peculiar social and religious usages, on all of which the knowledge now gained will be of great advantage in any future dealings we may have with the people of these states. The thanks of the Government were awarded to Mr. Edgar for his report, and especially for the tact and judgment with which he conducted his investigations.

TRIBUTARY ESTATES.

It will be found that the Administration Report of last year carried on the history of the administration of the Tributary estates on the North-East Frontier, as far as was then known, up to the date of the publication of that report in December 1873; and in the beginning of the present year the jurisdiction over these estates, with the exception of Hill Tipperah and the Hill Tracts of Chittagong, was transferred from the Lieutenant-Governor of Bengal to the newly-appointed Chief Commissioner of Assam. Questions relating to frontier policy with the Assam tribes will, therefore, not be discussed in this report, and those frontier estates only will be reviewed over which the Government of Bengal still exercises control.

HILL TIPPERAH.

The administration of Hill Tipperah during the past year was uneventful. The principal questions which came under discussion were the settlement of the boundary between Hill Tipperah and the Lushai country; the selection of the posts to be maintained by the Rajah for the defence of the frontier; and the procedure to be adopted by the Political Agent under the Extradition Act when British subjects are charged with committing offences in the Rajah's territory. The first question has been definitely settled by the adoption of the Lungai River as the boundary, and the Rajah has been informed that the impression which he entertained, that a strip of British territory would thus be interposed between his State and the Lushai country, is erroneous, and that he must provide effectually for the defence of his frontier. Draft rules to regulate the procedure of the Political Agent under the Extradition Act have been received from the Government of India. These, following the policy approved of by the Secretary of State, that direct interference should be sparingly exercised, propose to leave Native British subjects charged with offences in Hill Tipperah to be tried by the ordinary courts there. The Lieutenant-Governor has not opposed the introduction of the rules in this State, trusting that the Political Agent will have sufficient influence to secure a just and speedy decision of all such cases.

In the cold weather the Political Agent visited the Chukmas, who have settled on the upper waters of the Goomtee, and found that they had been induced to leave the Hill Tracts of Chittagong partly by the richness of the lands where they are now jooming, and partly from a desire to avoid the fulfilment of just obligations. It is hoped that the efforts which are being made in the Hill Tracts to introduce plough-cultivation will afford a solution of the difficulties which arise from the nomad habits of these tribes.

The attempts at legislative works are not very elaborate, but they are in the right direction; and the Rajah, by the enactment of Civil and Criminal Procedure Codes, Police, Abkaree, and Cattle Trespass Acts, has given an earnest of his desire to improve the administration of his country. The opening of registers, which are properly kept in all courts, is an important step in advance which should be encouraged.

There is nothing in the report on the administration of criminal justice which calls for special orders. The courts appear to be presided over by fairly competent officers, and the punishments inflicted on British subjects who were tried by the country courts, so far as they have been reported, were not as a rule excessive. There has been little progress made in the matter of education owing to want of funds. The hospital under Dr. Stork has made a fair start, there having been 3,034 admissions in the year. The number of military in the state continues to be the same as in the previous year. Only 142, however, are reported to have been actually on duty.

CHITTAGONG HILL TRACTS.

The early cessation of the rains in the Chittagong Hill Tracts resulted in a short cotton crop. There was no such deficiency in the food crops as to occasion any distress, and prices during the year were only slightly higher than in the previous year. The extension of the rubber

trade, in which the Lushais themselves appear to be keenly interested, will render increased vigilance necessary that misunderstandings do not arise between the hillmen and the people of the plains. In some important cases, the smuggling of ammunition into the hills was detected, and communications on the subject were made to secure the co-operation of the authorities in British Burmah to prevent the supply of arms and ammunition from that country.

Some progress has been made in the matter of education. The number of the Chukma boys attending school has nearly doubled; but the artisan school, for which money was sanctioned by Government, has not been successful.

From the criminal returns submitted, the Lieutenant-Governor has regretted to notice a tendency towards increase in that class of cases which comes under the definition of false evidence, a result, possibly, of the introduction of our civilised codes and laws among an ignorant people. He has desired that it should be an instruction to all the officers presiding in the criminal courts, that in offences which are of a petty character, resort to arbitration should be encouraged as much as possible. Among a rude and uneducated population such as we have to deal with here, the intervention of our magisterial courts should not be often necessary, and interference of unprofessional mooktears and pleaders should be thoroughly deprecated. The time has not arrived here when the Native Bar, so valuable an institution in older provinces, can be really useful. In civil suits, apparently, the principle of private arbitration is more extensively recognised, though even in such cases the Deputy Commissioner records with regret the greater frequency of complaints in the courts. For some time to come the "court elders" and "hill custom" will secure better results than our own codes, and will leave a longer leisure to our district officers for more important duties. In police administration also local usage, as sanctioned by ancient custom, should be more extensively supported; and the Lieutenant-Governor will be glad to hear that some effort has been made to define the responsibilities of the headmen of villages who are said to be, and who should be, the real civil police of the district. Such a system has not been without success among a similar community in the Sonthal Pergunnahs.

The state of the frontier police demands attention. The dearth of competent native officers fit to command at frontier posts, which are without European supervision for long periods, is a serious evil; and steps have been taken to train the most promising men in the force for the more responsible duties. The question of revising the whole constitution of the frontier police force is under the separate consideration of Government. Its difficulty in Chittagong is increased by the general unhealthiness of its frontier, where, out of a force of 552 men, on an average over 9 per cent. were in hospital, and as many as 4·78 per cent. died.

While the accounts of revenue realized during the year show better results than those of 1872-73, the accounts of expenditure are not so favourable, exhibiting an increase of nearly Rs. 40,000, due chiefly to the increased cost of the frontier police. The general results show that against a total revenue from all sources of Rs. 1,11,162, we have to place a total expenditure in the year of Rs. 2,10,697.

The contrast is not favourable, and the Lieutenant-Governor fears that, financially, the occupation of these tracts must continue a heavy burden upon the State for many years, as the projects under contemplation involve a large expenditure for the barracks and buildings necessary for the protection of officers and men employed in the district. The Lieutenant-Governor has impressed upon the local authorities the necessity of enforcing economy as regards many schemes which appear excellent on paper, although they are, as he is aware, strongly advocated by them for the improvement of the country and the benefit of the people. Such are the measures for the introduction of plough-cultivation and the colonization of selected parts of the country by Goorkha and other foreign settlers. These may be excellent projects in their way, but they cost money; and the Lieutenant-Governor has felt bound to point out that he has no funds to spare for any rapid and extensive development of such plans, and that the local authorities must trust more largely to the work of time for the civilization and settlement of the hill population in these tracts. What funds are available for the district, the Government is bound to reserve for the proper housing of its officers and police, and the security of the frontier outposts.

The relations with the frontier tribes during the year have been, on the whole, highly satisfactory. The effects of the Lushai expedition, and the measures taken for frontier defence, are confidently accepted by our own people as securities for the future peace of the country. Nothing has occurred in the year under review to disturb this, and His Honor trusts that the work which now remains before the officers of the Hill Tracts is one of consolidation and settlement.

TRIBUTARY MEHALS OF CUTTACK.

Almost all of the tributary mehals of Cuttack were visited by the Commissioner, Mr. Ravenshaw, in the course of a long tour extending over more than two months of last cold weather. The best results may be expected from the supervision which he has thus been able to exercise over the affairs of the various mehals.

The Lieutenant-Governor visited Orissa late in the year, and took the opportunity of carrying out a promise previously made to present sunnuds and khilluts conferring the title of Rajah on several of the Gurjat chiefs. These chiefs are usually styled Rajahs, but they have never regularly received the title; and it was recently decided to grant them formal recognition, and to confer on them the hereditary title of Rajah with a sunnud from the Viceroy.

The ceremony of presentation took place at Cuttack, at an official durbar specially held for the purpose, which was attended by most of the leading native gentlemen and zemindars, and by the civil and military officers of Government and the European residents of Orissa. After the investiture of the chiefs with titles and khilluts, the Lieutenant-Governor addressed them briefly, congratulating them on the honours that had been done them by Government, and at the peace and prosperity that now prevailed in the country after the suppression of the troubles in Keonjhur and Mohurbhunj.

The general features of the year's administration are most satisfactory, as showing in nearly all the States a diminution of serious crime;

and even as regards private litigation recourse to the civil courts has been only trifling. Thus, with an increasing activity in trade, with the extension of roads throughout the country, and the establishment of schools, the people are realizing more and more every day the advantages of good government.

With increasing resources and a contented people, the Rajahs have had no difficulty in fulfilling their obligation to Government. In each of the killas not under direct management, the tribute in full, amounting in all to Rs. 33,249-7-11, has been paid up; and in addition the sum of Rs. 10,000 has been paid in advance on account of the current year. Keonjhur, though in parts of the country the crops have failed, has paid the instalment of the debt due to Government for the expenses incurred by the rebellion.

The revenue administration throughout the tributary estates has been satisfactory. The balances of former years have been adjusted. In the land revenue department, the mofussil jumma for 1873-74 has been fully realized, and excess collections for the succeeding year are in hand. Remissions sanctioned for total failure of crops over a limited area are trifling.

The Lieutenant-Governor has expressed his gratification that the Rajahs, and especially those of Dhenkanal and Mohurbhunj, are exerting themselves to improve the communication in their estates, and he trusts that every encouragement will be given to them to continue doing so. In Bamunghatty the intervention of the head-men has had the best effects in inducing the people to keep in repair (of their own accord) the principal road from Chybassa. In Mohurbhunj the active interest of the Rajah in opening out a road from Bareepudda to Balasore, extending for 25 miles, deserves great credit. Similar public spirit has been shown by the Maharajah of Dhenkanal in constructing a road to the Brahminee river, and in commencing another in connection with Cuttack. The Lieutenant-Governor will watch with interest the results of the Superintendent's negotiations with the head-men of the khond mehals, who have resolved to impose a cess voluntarily upon the people in order to maintain their roads. He quite agrees that no pressure should be put upon them in the arrangements which they propose to carry out of their own accord for the imposition of a plough-tax for a road-fund.

The number of schools open during the year was 68; the number of scholars was 2,341. Next to Keonjhur, the largest number of both was in the khond mehals, where the people have erected school-houses at their own cost, and have devoted a voluntary tax on liquor-shops to their maintenance. A successful commencement has thus been made, and ample funds are in hand for its continuance. It is gratifying to Government to find that the good work done by Captain Hunter in establishing schools in Keonjhur has not been lost on the transfer of the estate to native rule, and that the Rajah takes much personal interest in them. In Dhenkanal, the school is said to be the best in Orissa.

There is one feature in the Superintendent's report for the year which is common to nearly all the tributary mehals, and which demands attention. This is the prevalence of continual feuds and quarrels, requiring in all cases the personal intervention of the Superintendent

for the settlement of boundary disputes between neighbouring States. The action of the Superintendent in all the cases he has brought to notice has been energetic and praiseworthy. By personal interference he has secured the reconciliation of the contending parties, and in all but one case (which is still pending,) he has brought about a satisfactory adjustment of the disputed boundaries. It is the Lieutenant-Governor's wish that an earnest endeavour should be made to give permanence to what has been accomplished; and he thinks that it should be strictly enjoined that whenever such quarrels about boundaries arise and are finally settled, the line of boundaries should be marked off by the erection of pillars or other landmarks, so as to prevent the recurrence of what appears now to be a continual source of trouble and anxiety. The expense thereby incurred would be a legitimate charge upon the States concerned in the case, and would be no serious imposition, considering the flourishing condition of their revenues. Such an arrangement also might possibly act as a check upon unfounded claims and contentions.

The settlement work in progress throughout the mehals demands careful attention, and especially in its connection with the resumption of invalid grants and jagheers. It will be a satisfactory result if, working through the agency of the chiefs themselves, a careful record of tenants' rights and rents are generally secured.

It has been Mr. Ravenshaw's pleasing task to bear, in almost every case, a favourable testimony to the personal character and the capacity for business of the various chiefs. The acknowledgments of Government are due to them for the good order and careful administration of their estates. The Maharajah of Dhenkanal is singled out as an example to all the neighbouring Rajahs for his consideration to his people, his sense of justice, and public spirited liberality; and the Lieutenant-Governor views with great satisfaction the contentment and prosperity of his people, which are the result.

TRIBUTARY ESTATES OF THE SOUTH-WEST FRONTIER.

In the early part of the year under review there was every prospect of a good harvest in the tributary estates of the south-west frontier, but eventually a deficient rainfall, which in the neighbouring districts of the Chota Nagpore division caused much anxiety, resulted in a partial failure of the crops on the frontier also. Scarcity was apprehended chiefly in the western mehals, and, under the orders of the Commissioner, measures were successfully taken to avert distress; the surplus crops of some of the estates fortunately supplying the deficiencies of others. Rajah Bindesuree Prasad Sing Deo, Bahadoor, C.S.I., was, as usual, conspicuous for the assistance he rendered to the authorities, and for the completeness of the arrangements made by him in Sirgoojah.

Notwithstanding the deficient harvest in some of the estates, the whole tribute of the year was realized without difficulty: indeed, the people of Gangpore, Bonai, and Jushpore, appear to have been in better circumstances than usual from the high prices at which they were able to dispose of their surplus produce. In the estates under management, it was found possible to add something from the excess revenues to the sums already in deposit to the credit of their minor or disqualified

proprietors. There was a very satisfactory decrease in crime during the year.

Special testimony is borne by the Commissioner, whose personal observation extends over a period of 14 years, to the good management of the Rajah Bindesuree Prasad, and to the happy and contented condition of his people. As they have prospered, so the State has prospered; and during the period of 25 years that has now elapsed since the death of the late Maharajah, the revenues have increased from Rs. 11,477 to Rs. 26,776 annually, and now nearly a whole year's revenue has been saved and invested, or is held in deposit.

II.—ADMINISTRATION OF THE LAND.

Surveys.

Professional.

THE survey statement which accompanied last year's administration report shewed the work done or to be done by an establishment of three parties; but the field of the operations of two parties having been transferred to the Assam Chief Commissionership since the close of the year 1873, the statement in the appendix to this report, Fiscal E1, exhibits the estimated quantity of work which has been completed by one professional party only within the survey year ending 30th September 1874. The figures are only approximate. The aggregate area to be completed is 1,035 square miles; the aggregate expenditure is estimated at Rs. 64,621-1-4, giving an average cost of Rs. 62-7 per square mile.

Non-professional.

Statement Fiscal E2 of the Appendix exhibits the work performed by the non-professional parties during the official year from 1st April 1873 to 31st March 1874.

Midnapore survey.

A considerable area has been surveyed in Midnapore by the revenue survey party, in advance of the professional survey, the area demarcated being more than double that of the preceding season. The work would have been still more satisfactory had not one of the two Deputy Collectors attached to the party been employed with his establishment during the best working season of the year in making some revenue measurements estate by estate to meet the demand of the professional party. The amount of other work done during the year, as shewn in the statement, is sufficient. The average cost of demarcation, exclusive of the salary of Mr. Price, who was in charge of the office for nearly two-thirds of the period under review, was nearly 1 anna 3 pie per square acre.

Hooghly registry work.

It appears that delay in the compilation of the survey records at Hooghly is at present caused by deficiencies in the field work. Much land

reported as in estates of the Burdwan district has been found to be included in the Hooghly survey. The lists supplied of villages in certain large rent free estates, lying partly in Hooghly and partly in Burdwan, were found to be very defective; and while some service lands had been passed over altogether, other such holdings had been measured in a single block and placed under the name of only one holder with an *etc.* after it. A part of the establishment was consequently engaged in making the necessary inquiries, while the rest was employed in making translations into English of 8 village and 12 estate registers, and making 2,072 duplicate copies of maps for the office of the Board of Revenue. The errors and omissions are all being remedied, and it is hoped that the work will be brought to a conclusion by the end of March 1875.

Proposed cadastral survey of Behar.

The importance of having a field survey of the irrigable lands of Midnapore, Behar, and Orissa, has always been insisted on by this Government, as the ordinary demarcation and survey maps have been found an insufficient guide to the Irrigation Department in determining the liability of persons to whose lands canal water had been supplied. Sir George Campbell wished that this survey should be undertaken by the trained parties of the Revenue Survey; but a party was not at that time available for the purpose, and it was then determined to employ natives trained for demarcation under civil officers. A grant for this purpose was made by the Government of India, and some native surveyors were employed in Midnapore and a small party was entertained in Behar, but the Orissa work has not commenced. The experiment, however, did not prove successful, and on the representation of the present Lieutenant-Governor a professional survey party has been deputed to undertake the cadastral survey of Behar from the commencement of the present working season.

Of Orissa.

With reference to Orissa, Sir Richard Temple has now visited that province, and considers that in view of the present scantiness of irrigation in Orissa, and of the long time that must elapse before the general settlement of the province falls in—in 1897—there is no need at present for undertaking a cadastral survey save in one place, viz. the large estate of Khoordah, in the Pooree district. The Government estate of Khoordah covers nearly one-third of the district of Pooree, lying to the north-west of the sudder station, and extends over the whole of the portion of the district lying between the Chilka Lake and the Tributary Mehals, and over a few outlying portions of land in other parts of the district. The estate is 76 miles in length, and varies in breadth from 20 to 25 miles. The settlement will expire in 1880, and the Lieutenant-Governor thinks that the cadastral survey of this estate, the rental of which is Rs. 1,91,855, should be taken in hand in view to the resettlement. The survey which may now be made of Khoordah will serve as a model to the rest of Orissa hereafter. The Lieutenant-Governor has accordingly addressed the Government of India, and sanction has been accorded to a survey of the estate being made before the resettlement.

Ganges Dearah Survey.

The question of the survey of alluvial lands (dearah) in the bed of the Ganges was alluded to in last year's Administration Report. The Ganges has been resurveyed as far down as Kooshtea, and it is now desired to

take on the survey for 100 miles or so, as far as the island of Dukhin Shabazpore at the mouth of the river. Fureedpore and the other districts included along this line were surveyed more than ten years ago. The changes in the course of the Ganges since the survey have obliterated land-marks to some distance on each bank; the river has swept to the right or left and back again; much land has disappeared and much has been re-formed. Where lands assessed to revenue have been cut away, the Government has lost revenue, and is liable to lose more by the settlement-holder throwing up his estate, and the loss is not compensated for by the formation of new lands, for under the provisions of the Act IX of 1847 such newly formed land accreting to an estate can only be assessed to revenue on inspection of the new map of the resurvey, which under the same Act may be undertaken ten years after the previous survey. The obliteration of landmarks and recognizable features of the country by the action of the river occasions, moreover, disputes and difficulties between private proprietors as to the identification of the boundaries of their property. The object of the present survey, therefore, is to relay the boundaries on the tracts which have been subject to the action of the river. The Dearah survey was sanctioned during the year, and operations have commenced with the present season. The preliminary arrangements are being effected by the revenue authorities, who are erecting boundary-marks at the tri-junction points of all villages throughout a strip of about three miles on the average on each side of the river, and are thus establishing a base line which will be the basis of the subsequent professional survey proceedings. Adopting this line as their base, the professional party will then proceed to lay down the village boundaries in the tract between the base line and the river, in accordance with the former survey, and will erect boundary-marks. The old boundary having been thus ascertained and defined, such new lands as may be found to have formed will be surveyed, but the assessment and settlement of these excess lands will fall again within the province of the revenue officers, and will be subsequently adjusted.

Cost of erecting boundary-marks to be paid by the zemindars.

It will be seen that the essence of all the operations consists in the erection of a sufficient number of permanent boundary-marks, and considerable discussion has taken place as to the proper persons by whom the cost of erecting the survey boundary-marks should be defrayed. From the first there were many general considerations pointing to the equity of charging the cost of demarcation to the landholders themselves, but the present Lieutenant-Governor felt that there were reasons why the introduction of a Bill to cause boundary-marks to be erected at the cost of zemindars, which was suggested in last year's report, should be postponed. After some correspondence the Government of India have instructed the Government of Bengal that early legislation is to be undertaken in the Legislative Council of the Lieutenant-Governor in order to impose an obligation which is imposed on all landholders elsewhere in India. In the meantime, until the Bill is passed, the amounts disbursed for the erection of boundary-pillars in those surveys which are now going on will be treated as an advance by Government, to be recovered hereafter.

Settlements.

THIS branch of revenue work has suffered during the year from the want of adequate agency; and it is only in Midnapore, where a special settlement has been sanctioned, that the attention of officers whose duty it is to supervise the work has not been drawn away by more pressing duties. In every other district the staff available has been unavoidably weakened by the removal of subordinate officers to the famine districts, or, in the case of districts where scarcity existed, by the employment of officers who would, in ordinary times, have been entrusted with the supervision of settlements, or the more urgent work of relieving distress.

Midnapore settlement.

Even in Midnapore the attention of the settlement party has been much diverted to other employment. Mr. Price, although he was appointed special settlement officer in the autumn of 1871, was in the first place placed in charge of the demarcations in advance of the professional survey; and being then directed to devote all his energies and so much of the establishments as was possible in making a cadastral survey of the lands which were irrigable by the Midnapore canal, he can, in fact, only be said to have taken up the resettlement of temporarily settled estates in earnest during the year under report. The party with whom he worked consisted of 156 native surveyors, over whom were one deputy collector and three sub-deputies.

The resettlement of five estates, aggregating 25,276 acres, at an increased revenue of Rs. 5,984, were completed by Mr. Price during the year, independently of estates which were settled summarily pending a regular settlement. The total area measured by the various measuring parties was 231 square miles, of which 171 square miles were in Hidgellee, a tract of country which is exceedingly unhealthy, and where the difficulties of making accurate surveys are great. It appears that the average outturn of work done by each ameen from the time they started work in January was from 1·07 square miles in the villages where the fields were small to 1·7 squares miles where they were larger. This may seem a very small outturn as compared with that obtained in other parts of India; but under the elaborate system of field survey which has hitherto been practised in Bengal, it is a fairly good amount of work when all the hindrances caused by climate and the nature of the locality are considered.

Since the close of the revenue year the resettlements of 18 more estates have been completed by Mr. Price, with an increase of revenue amounting to Rs. 5,079. The resettlements are being very carefully

made, and it is evident that they will throughout the district yield a large increase. Those within the influence of the irrigation works are being sanctioned for ten years only by order of Government, as it is expected that by the expiration of that time the effects of irrigation on the circumstances of the estates will have developed themselves.

The remaining important settlement in the Burdwan division, that at Serampore, is still under consideration. An intricate question as to the exact nature of the rights of Government has arisen in the course of the inquiries, and pending a decision on this point final orders cannot be passed.

Sonthal Pergunnahs' settlement.

The settlement work in the Sonthal Pergunnahs, alluded to at page 75 of last year's report, was begun in October 1873 and stopped in April last, when the services of the settlement staff were required and generally availed of in the relief department. The total number of villages requiring settlement in the pergunnahs outside the Damin tract amounts to 7,466, out of which inquiries were completed in 1,698, and settlement effected in 939 villages only, but in the remaining villages the work has again commenced.

It was estimated that the settlement of the entire district would be completed within a period of two years, and the progress made has therefore been deficient. The officers being new to the business of settlement, did not work up to the estimated standard of 500 villages during the season; the interruption and complication caused by the famine, and the deputation of officers on special service connected therewith; and the fact that it was expected that upon the estates of several proprietors under the influence of the authorities an amicable settlement would be come to which might be accepted and legally endorsed by the settlement officer, thus saving considerable time in the working out of details. This last expectation has not been fulfilled; amicable settlements have been very few; and even where they have been made up, the fuller information required for the register approved by the late Lieutenant-Governor has necessitated the settlement officer going into the case. The settlement officer, Mr. Browne Wood, however, expects to clear off the 939 villages forming the arrear work of last season without infringing upon the work proper of the current year, and improvement in the outturn of this season's work may be looked for, as the assistant settlement officers who do the work of preparation have gained experience.

Cooch Behar.

In this division the principal work done was in Mynagori. The Commissioner reports that "the settlement has been carried out almost to completion, the mofussil work is all done, and it only remains to determine the rates and the form of the pottahs." The settlement of the remaining Dooars had been finished in the year 1872-73, but a revision of the proceedings on certain points specified was ordered by Government. It has not been found practicable to carry out this revision fully in the year under review; and the only question which it has been found possible to deal with has been that relating to the areas of waste held by the jotedars or occupancy farmers. The Commissioner says that on this question the matter is clearer than was supposed, as it

appears that it relates only to the class of tenants (31 in number) holding over 500 acres, who have excessive areas of waste in their possession.

Other divisions.

In the other divisions the most important settlements were in Chittagong. The settlement of the noabad or tenures that have come under cultivation since the permanent settlement in the Chittagong district has not been taken in hand, as no establishment was available; but in Noakholly several important "chur" or river island estates have been under settlement. Of these one chur, occupying an area of nearly 1,950 acres, has been completed, and the settlements of the three remaining important estates have been well advanced. In Dacca and in the Presidency division the settlements in progress are not of very great importance, and the work has been hindered by the want of officers. In Sylhet 386 estates were fully settled out of 3,703 awaiting settlement. The greater number of these were "elam" estates, or estates unassessed at the time of the settlement, consisting merely of a few beeghas of land each, owned by the cultivators. In Rajshahye there have been no settlements concluded or pending calling for any remark. In Orissa the only important settlement pending is that of the town of Cuttack. It has been greatly delayed owing to the want of officers, but will be vigorously pushed on when the Collectorate staff is strengthened by the return of officers deputed to famine works. In Bhagulpore but very little progress towards completing the settlements pending has been made, owing to the stress of work connected with the famine, and the same may be said of Patna. In neither of these divisions is the settlement work awaiting completion of any great importance. The most important cases are in the Shahabad district of Patna, where 31 villages in the pergunnah of Chowsah have come under settlement.

Rates of settlement.

The information given in the divisional reports is not sufficient to allow of any satisfactory comparison being instituted between the rates assessed in different parts of the immense tract of country known as the Lower Provinces, nor does it seem that even if the fullest information available to settlement officers on this point were given that the results would be very valuable, as in general the lands coming under settlement are either the best or the worst in the district. Thus the rates charged on a rich alluvial deposit in Behar, which had been left for years undisturbed by the action of the river, except in so far as that the annual floods left a coating of silt, thereby greatly increasing its fertility, cannot be compared with those assessed on a new formation in the same part of the country, or with the rates imposed on a river formation in Noakholly or Chittagong; for instance, where the land is liable to be inundated with salt water whenever an unusually high tide occurs. For comparisons of this kind to be of any value it is necessary that the area selected for comparison should consist, for the most part, of land of average quality with average advantages, and not of lands exceptionally good or bad, such as is the case in the majority of Government estates. If extensive resettlements of temporarily settled estates had been going on in other districts, as in Midnapore, materials would have been available for such a comparison. Subject to the above remarks, the following

information is given as to rates ascertained by the settlements of the year to be in force for the lands which came under settlement. In the newly settled estates in Midnapore, where the population is exceedingly dense and the demand for land very great, the following are the prevailing rates :—

Bastoo or garden land, from	Rs.	4	10	0 to 8	8	0	per Bengal beegha of 1,600 square yards.	
Dhanr (swampy rice land)	„	1	14	8 to 0	8	0	per	ditto ditto.
Jal (ordinary rice land)	„	1	10	8 to 0	4	3½	per	ditto ditto.

In Nuddea the ordinary rates assessed on the Government estates coming under assessment during the year were—

Bastoo,	from	Rs.	2	0	0 to 1	14	0	per Bengal beegha.
Rice lands,	from	„	1	1	0 to 0	2	0	per ditto ditto.

But it is remarked that it was only in exceptional cases that the high rate of Re. 1-1 was imposed on rice lands.

In Dacca the rates were as follows :—

For homestead and garden lands, from	Rs.	3	0	0 to 4	0	0	per Bengal beegha.	
For rice land, from	„	0	12	0 to 0	8	0	per	ditto ditto.

In Mymensingh—

Garden and homestead lands were assessed at	Re.	1	10	0 to 0	8	0	per Bengal beegha.	
Rice lands, at	„	0	8	0 to 0	5	6	per	ditto ditto.

As far as they go, these figures give some justification for the natural desire of the zemindars in the Dacca division to share in the increased profits from land which have been the natural result of the development of trade with Dacca and the Eastern districts from the extension of the railway to Goalundo and from the increased demand for jute and other elements of material improvement.

Waste Lands.

DURING the year under report there were very few actual transactions relating to waste lands, as pending the revision of the sale rules, which were under consideration during the greater part of the year, all sales without special sanction were forbidden. In February 1874 revised rules for the *sale* of waste lands were issued by Government, and these were later on supplemented by subsidiary instructions, and forms issued by the Board of Revenue with the approval of Government; but the formation of the Chief Commissionership of Assam had by that time withdrawn the districts in which the chief transactions in waste lands occur from the control of the Lieutenant-Governor of Bengal.

New sale rules sanctioned in February 1874.

In connection with the introduction of rules for the *lease* of waste lands, Sir Richard Temple's attention was, however, early called to the present condition and administration of the Soonderbuns.

Proposed introduction of waste land lease rules.

To the Soonderbuns.

The rules for the grant of leases of lands in the Soonderbuns were issued in September 1853. The general principle of these rules was that one-fourth of the grant should be held rent-free; that the remaining three-fourths should be rent-free for twenty years, and should then be held subject to the payment of a progressive rental, certain proportions of the grant being brought under cultivation within certain defined periods, and the grant being liable to resumption in the event of the failure of the lessee to fulfil the conditions. A few grants are still held in the Soonderbuns under these rules; but no fresh leases have been granted since the introduction, in 1861, of Lord Canning's sale rules.

In the other districts of Bengal no general rules are at present in force for the leasing of waste lands. In 1864 the Board of Revenue submitted to the Government of Bengal a draft of rules, which they recommended for adoption in all districts. It was proposed to grant leases for thirty years; the lands were to be held rent-free for three years, and afterwards at a gradually increasing rental, the maximum being attained in the 19th year of the lease and continuing for the rest of the term. Sir Cecil Beadon, however, refused to sanction the proposed rules. He saw no occasion for passing formal and elaborate rules for the grant of cultivation leases, and he thought it better that such leases should be given by the district authorities at current rates, the rates being settled by the Board of Revenue after communication with

To other districts.

the local officers. In 1871 Sir George Campbell appointed a committee to consider the whole question of the rules, both for the sale and for the lease of waste lands. The set of sale rules which are now in force throughout Bengal was then drawn up. The committee prepared also a draft of lease rules, which seem to have been intended only for the Assam districts and for Cachar. These rules were subsequently circulated to local officers and to planters, and an expression of opinion upon the subject was invited. The opinions were generally unfavourable to the proposed rules, the officials considering the rules too liberal, while the planters thought them not liberal enough.

Waste land lease rules unnecessary in Bengal generally.

Sir Richard Temple found the question in this state when he assumed charge of the Government of Bengal. No general lease rules were in force, and applications for the lease of waste lands were dealt with under the orders of 1864 in accordance with what appeared to be the merits of each particular case. The want of lease rules was supplied, throughout the greater part of Bengal, by the sale rules which had recently been promulgated; and, except in one portion of the country, the question of lease rules did not seem to press for an early decision. The orders of 1864, by which each application was considered separately, were not found in practice to work badly; applications for leasehold tenures were not numerous; and as there were considerable divergencies between the circumstances of different cases, it appeared the best plan that the local Government should reserve to itself an entire freedom of action in dealing with each.

Special circumstances of the Soonderbuns.

The exception referred to was the tract known as the Soonderbuns. In this tract the sale rules of 1874 were found to be inoperative, the terms of sale being such as to preclude purchasers from coming forward. Sir Richard Temple has visited the Soonderbuns, and has examined the physical character and natural productions of this tract, and has considered its relation to the surrounding districts and to the country at large. He found himself unable to accept the view that it necessarily is, or should be, a public object to get the whole of the Soonderbuns gradually reclaimed and brought under cultivation. In his opinion the public interest may be supposed to lie in the very opposite direction as regards a very large part of this tract. The Soonderbuns include not only a mass of soonder trees of comparatively higher growth, but also masses of trees and shrubs of lower growth. The former are used for carpentry and timber work; the latter for fuel. The area of both is very considerable. The relation of the tract to the surrounding districts also was not to be lost sight of. The soondri forests supply wood for boat-building to the 24-Pergunnahs, to Jessore, to Backergunge, to Noakholly, and to other districts, and also furnish wood for many purposes of domestic architecture. An experiment is also now being tried for employing the soondri timber in the manufacture of railway sleepers. The other, or lower trees, supply fire-wood and fuel to Calcutta and to many other

Reclamation not wanted, and to be subordinated to forest conservation.

towns. It is unnecessary to dilate upon the magnitude of these needs; it is only necessary to remark that they could hardly be supplied otherwise than by the Soonderbuns. It is manifest from this that the country at large has the strongest interest in the Soonderbuns being preserved as a source of timber, wood, and fuel for the use of Southern Bengal. Reclamation, as such, is not wanted there. In some parts of this tract the substitution of rice fields for jungle may be desirable; but in most parts of the tract the ground already bears produce which is more valuable to Bengal than rice.

It may be thought by some that the tract in question is so large as to be able to meet the wants referred to above, and yet afford room for reclamation. But the Lieutenant-Governor is not sure that this is the case, and at all events he would wish to restrict reclamation till this point is established by adequate inquiry. Some reclamation, indeed, is not only allowable but necessary. In every forest tract some portions must be cleared in order to render the remainder accessible to man and available for his use. Whatever reclamation may be permitted or encouraged in the Soonderbuns should, in the Lieutenant-Governor's opinion, be arranged solely with the above view, and to this end the selection of patches of ground should be carefully made.

Already much of the Soonderbuns has been reclaimed, and Sir Richard Temple thought that the time had now come when the position should be reconsidered. Complaints were made to him in the Backergunge district that soondri logs of the best quality are now more rarely seen in the market than formerly. There is not as yet sufficient security against the best kind of soondri trees being cut down in the same reckless and wasteful manner as that which is now known to have prevailed in many parts of India before the institution of the present forest system. Holding these views, therefore, the Lieutenant-Governor considered that the public interests required that no new negotiations of any kind should be opened for disposing of unclaimed land in the Soonderbuns till it is decided by what rules Government can best maintain the principle that reclamation in this tract must be subordinate to forest conservation, and he has deputed the Conservator of Forests (Dr. Schlich) to proceed to the spot and make inquiries.

Cultivation leases in the Western Dooars.

The question of the disposal of waste lands in the Western Dooars has also been under the Lieutenant-Governor's special consideration. The late Commissioner, Mr. Metcalfe, was strongly against the application of the new sale rules to the Western Dooars, remarking that "these Dooars will hereafter be the finest property in Hindoostan," as they have a magnificent soil and an abundant water-supply, and urging that to sell such a property for a little ready cash now would be a most unwise act on the part of the Government. Sir Richard Temple, while he was at Darjeeling, conferred with the present Commissioner, Sir William Herschel, and with some of the gentlemen who have applied for cultivation leases, and after much deliberation he resolved that the waste lands of the Western Dooars should be excluded from the operation of the general rules for the sale of waste lands. A notification to that effect has accordingly been issued by the Board of Revenue under the authority of Government.

Preliminary lease.

The preliminary lease which it is now proposed should be granted in the first instance in the Western Dooars will be for a term of five years, exclusive of the year of entry. The rights conveyed under it will be heritable, but not otherwise transferable, and no permanent rights of any kind will accrue in virtue of the lease. The rates payable during this term will be as follows:—

Year of entry (*i.e.* from actual date of entry to 31st of March following)	Nil.
1st full year (from 1st April following the date of entry) ...	Free.
2nd year	3 annas per acre.
3rd „	6 „ „
4th „	9 „ „
5th „	12 „ „

Conditions of renewal.

Although the preliminary lease will be for a short period only, it will be given as a possible first step towards a long and renewable lease, subject always to the lessee carrying on the work in satisfactory manner. In the case of lands taken up for tea-planting, the condition of the renewal of the lease after the expiration of the probationary five years will be that the lessee shall, within these five years, have brought into cultivation, according to good husbandry, not less than 15 per cent. of the entire grant. It will not be sufficient that this proportion should have been cleared and made fit for cultivation: it must actually have been planted out, and must be bearing plants at the time of the expiration of the five years' lease. It will be open to the grantee to claim a 20 years' transferable lease at any time during the first or probationary term on his showing that the condition regarding clearance has been fulfilled.

Renewed lease to be perpetually renewable and transferable.

When the period of the preliminary lease has expired, the lessee, if he have fulfilled this condition, will be entitled of right to a lease for 20 years, perpetually renewable for successive terms of 20 years each. The title conferred by this lease, or by subsequent leases, may be transferred or assigned at the pleasure of the lessee; but no such transfer shall be recognized as valid against Government until it has been registered in the office of the Deputy Commissioner, and a fee paid of 4 annas per acre upon the area affected by the transfer. When a fair amount of capital has been expended upon a holding, it may then be assumed that in that particular case the danger of land speculation has passed away, and consequently that the privilege of the right of transfer may properly be conceded.

The rates being fixed on each renewal by Government.

The Lieutenant-Governor, however, is opposed to any principle of enhancement which would put lands fit for tea or other valuable crops upon the same footing as lands used for ordinary cultivation, and he deems it necessary to reserve to Government the absolute right of fixing the rates to be paid. No pledge will therefore be given that the rates, on renewal of the lease, shall not be higher than those payable for similar lands under ordinary cultivation. It will be left to the discretion of the Government at the time to fix,

upon each occasion of renewal, such rates as may appear proper. The Lieutenant-Governor understands that planters will not object to this stipulation. It is far more important to them to have a secure title than to hold at a low rental. The rules contemplated will give them this security, for the transferable lease may be claimed as of right by any one who complies with the conditions. It has also been held that it must be a condition of the lease that the lessee shall have no claim to hold the land otherwise than under the terms of the lease itself, a condition which will bar any claims which might otherwise be made to a right to commute the leasehold tenure to freehold, or to hold under a right of occupancy, as defined in the ordinary law.

Sir Richard Temple also considers it necessary that the lease should stipulate for the residence on the estate of the lessee himself or a responsible manager, though he would allow the clause to be so worded as to admit of the same resident manager having charge of more than one estate in the same neighbourhood. But, to prevent this concession being abused, it will be stipulated in the lease that if neither the lessee nor the manager is actually resident, the arrangements for the manager's residence shall be approved by the local authority by whom the lease is granted.

It is intended that the general principles of these rules should be applied to ordinary cultivation leases, as well as to leases of lands for tea cultivation. But the details must be modified according to the purpose for which the lands are avowedly taken up. For instance, although, with regard to the cost of the cultivation and other considerations, 15 per cent. only has been fixed as the proportion of the whole area which must be planted out in tea before a long renewable and transferable lease will be given, in the case of lands taken up for purposes other and less expensive than tea-planting a larger proportion of actual cultivation will be required.

Government Estates.

Current statistics.

THE number of Government estates on the revenue roll during the the year 1873-74 was 32,270, with a current demand of Rs. 16,75,493, out of which Rs. 10,03,909 were collected. The remissions granted on account of the revenue due from this class of estates amounted to Rs. 29,848. The largest amounts were, in Jessore, Rs. 3,877; Pubna, Rs. 3,570; Chittagong, Rs. 2,787; and Pooree, Rs. 12,600.

Sale of Government estates.

During the year 30 whole estates, the property of Government, with an area of 2,966 acres and a Government demand of Rs. 959, were sold for Rs. 9,563. The sanction of Government was obtained for the sales in each case, the estates being for the most part so small as to be not worth settling. The total number of whole estates sold up to the end of 1873-74 was 5,356, with an area of 10,99,767 acres. They were sold with a Government demand of Rs. 12,91,356, and realized Rs. 1,07,62,962.

Khas collections.

In Bengal, Behar, and Chota Nagpore Rs. 5,53,069 represent the khas collections from 37,488 estates. The charges amounted to Rs. 33,155, or 5·99 per cent. In Orissa the collections from 11 estates were Rs. 2,22,002, having been made at a cost of Rs. 8,959, or 4·03 per cent. In Assam, exclusive of the Luckimpore districts, the collections from 360 estates came to Rs. 18,88,650; the charges were Rs. 2,35,850, or 12·48 per cent.

Management of Government estates held khas.

During the year under review the whole question of the collection of revenue in estates held khas has been under consideration; and in accordance with the orders of Government Circular No. 20, dated 28th July 1873, it has been determined to appoint a regular tehsildaree establishment in all districts where the number of khas estates paying over Rs. 1,000 revenue is sufficient to furnish funds for the pay of an adequate establishment at a charge of about 6 per cent. on the collections. The details as to the manner in which these orders are to be carried out are still under consideration. According to the conditions on which the Government of India sanctioned the appointment of the new subordinate executive establishments, their services are to be utilised in making collections from estates of which the rental is below Rs. 1,000, and much assistance in the collection of revenue on these estates has been afforded by these establishments, especially in the Presidency division.

Unauthorised cesses in Government estates.

The inquiries which were last year set on foot as to how far the orders issued for the cessation of unauthorised cesses had been carried out in all Government estates have shown that these cesses are levied nowhere but in Pooree and Noakholly, where there is every prospect of their being immediately discontinued; and in Maldah and the 24-Pergunnahs, where their levy is not a subject of complaint, but the cesses are said to be paid voluntarily in accordance with an established custom; and the Lieutenant-Governor has not, under the circumstances, thought it necessary to take any special measures to prevent their being paid.

Improvement fund.

The amount set apart for the improvement of Government estates was, during the year of report, calculated at one per cent. In Bengal, Behar, and Chota Nagpore the sum so set apart was Rs. 15,700; in Orissa, Rs. 2,154; and in Assam, exclusive of Luckimpore, for which figures have not yet been supplied, Rs. 18,009.

In accordance with the Supreme Government's orders of 1871, this fund has become extinct from the 31st March 1874. But it has been revived in another form, the Government having sanctioned the formation of a new fund for meeting the cost of local improvements, such as the promotion of primary education, the improvement of communication and water-supply. This new fund has been formed from the beginning of the financial year 1874-75 by an assignment from the imperial revenues, at the rate of 3 per cent. on the net land revenue of all Government estates, and of such temporarily settled estates, the property of individuals, as may come under resettlement.

The Government has suggested that, as an ordinary rule, the income thence accruing should be distributed in the following proportion:—one-half to roads, one-third to primary schools, and one-sixth to miscellaneous improvements. The Government has also ordered that in districts in which the Road Cess Act is in force the Collector will, out of the fund, pay the amount of road cess which would be due on account of the estates contributing to the fund if they were revenue-free, one-half of that amount being again recoverable from the tenure-holders under the land. Of what remains after the amount of road cess has thus been paid towards communication, two-thirds will be spent on primary education, and one-third on miscellaneous improvements. The above apportionment of the income of the fund will not, however, be too strictly adhered to in cases where it may be shown that the money can be more advantageously spent in other ways. The whole of the income of the fund will be invariably spent within the district in which it is levied, and the sums levied in each estate will, as far as possible, be spent within its limits.

Redemption of Government revenue.

The total number of petty estates redeemed during the year was 377. These bore a Government demand of Rs. 311-11-5, and were made revenue-free on payment of Rs. 5,552-4-3. Of this total, 108 estates, with a revenue of Rs. 38-2, were in Chittagong; 209 estates, with a revenue of Rs. 78-13-10, in Sylhet; 12 estates, with a revenue of Rs. 35-0-7, in Calcutta; and 48 estates, with a revenue of Rs. 159-11, in the suburbs of Calcutta. Up to the close of the year 17,167 estates,

with an aggregate Government demand of Rs. 9,961-8-1, had been redeemed by the payment of Rs. 1,26,539-6-6. There remained 62,383 estates capable of redemption, paying an annual revenue of Rs. 89,179-1-7, for which, if redeemed, a sum of Rs. 22,29,477-7-7 may be expected. Of these 21,598 estates, with a revenue of Rs. 8,574 6-11, are in Sylhet; and, in consequence of the transfer of that district to the Chief Commissionership of Assam, will not again be shown in the reports of the Lower Provinces. The permission to redeem not having been taken advantage of to the extent that was anticipated, it was not deemed expedient to continue the privilege of redemption at rates which would entail loss on the Government, unless redemptions were made to an extent sufficient to compensate for the loss of revenue by a corresponding reduction in the cost of establishment necessarily retained as long as these estates remained on the revenue roll. Orders were issued accordingly in December 1873 raising the cash payment, for which revenue is allowed to be redeemed in Chittagong, Sylhet, Calcutta and its suburbs, and Chinsurah, to twenty-five times the amount of the annual revenue assessed on the estate.

Wards' Estates.

No report has this year been received by Government regarding the administration of Wards' estates, and even the figured statements usually submitted have not been received in time for incorporation with the present report. In consideration of the pressure of work imposed on local officers by the famine operations, reports from Commissioners were not required. It is not possible, therefore, in these pages to do more than advert generally to one or two subjects of importance in connection with Wards' estates that came specially before the notice of Government during the year.

Surrender of the Hutwa Estate.

The large Hutwa Estate, the greater part of which is situated within the district of Sarun and receives a gross rental of Rs. 8,82,665, was, on the death of the late Maharajah, placed under the Court of Wards in December 1871. The son, the present Maharajah Krisna Protab Sahee, came of age on the 18th October last, and the charge of his property was then restored to him by the Court of Wards. The Maharajah speaks and writes English fluently, and reads the Persian and Hindee characters with ease. He has fully and freely supported his guardian, Mr. Hodgkinson, of the Civil Service, in his measures to meet the scarcity of the present year, although he is by no means inclined to spend money recklessly or foolishly, and the famine has entailed very heavy expenses on the estate. With the sanction of the Government of India, the title of Maharajah, borne by the minor's father and great-grandfather throughout the present century was bestowed on the minor by the Lieutenant-Governor in public durbar, the investiture taking place on the same day as the minor received charge of his property.

Assistance rendered by Wards' Estates during the famine.

The services rendered during the famine by the estates under the Court of Wards were great, and they have been duly commemorated by Sir Richard Temple in his published Minute on the services rendered by landholders and native residents. Three very large estates in the distressed districts were under the Court of Wards.

The Durbhunga Estate.

The largest of these was the estate of Durbhunga. The lands of this estate lie in the Durbhunga, Mudhoobunnee, and Seetamurhee subdivisions, which were the most distressed of all the famine districts. During three years of careful administration the rental had risen to £180,000; debt amounting to half a million had been paid off, and about half a million of savings had accrued. From first to last the

Durbhunga estate spent about £240,000 on relief of different kinds, on roads and tanks, on irrigation relief works, on importing grain for distribution, on advancing seed grain to ryots, and on miscellaneous forms of relief. During the ten months of scarcity the managers of the Durbhunga estate refrained from collecting its rents, except in the comparatively less distressed lands of Durbhunga in the Purneah district. The Maharajah of Durbhunga is still a boy; but he himself and the senior members and ladies of his family approved the liberal expenditure of the savings of the minority in saving the lives of the ryots of the estate.

The Hutwa Estate.

The Hutwa Estate had been but a short time under the Court of Wards. It is situate in one of the distressed part of the Sarun district and contains a population of about 400,000 persons. From the beginning of the scarcity the manager foresaw difficulties and made timely preparations, and the young Maharajah, as has been above stated, actively co-operated in, and cordially approved, the relief operations prosecuted from the revenue of his estates. More than half a year's rental was expended in importing grain to the value of £45,000, on excavating nearly one hundred tanks and petty irrigation reservoirs, giving employment at one time to some 20,000 persons, and gratuitous relief of various kinds. The ryots were not pressed for rent, but were helped with advance of grain.

The Chanchul Estate.

The Chanchul Estate is situate in the northern and most distressed part of Maldah. Early in the season grain was imported for the relief of tenants, and relief works were opened, as many as 2,000 persons being employed daily on roads and tanks. Eight centres for distribution of gratuitous relief were opened. Other relief operations also were prosecuted at the expense of the Chanchul Estate, and the people were carried through the crisis with but little distress.

Administration of Wards' Estates and the question of the investment of the surplus fund of an estate.

A considerable correspondence has taken place and some important orders have been passed during the year with regard to the investment of the surplus funds of an estate under the management of the Court of Wards. The question may be considered from two points of view—the surplus may be invested either in land or in securities. On the one hand, objections have been raised against investing such funds in adding to an already overgrown estate, because of the impossibility of the landlord and his tenants becoming properly acquainted or having interests in common; whilst on the other hand, the accumulation of large sums of ready money or of securities readily convertible into money offers great temptations to young zemindars coming of age and surrounded, as they not unfrequently are, by people whose interest and pleasure it is to induce their patron to squander such savings. The advantage which belongs to investments in land in such cases is that land is not so easily convertible into money, and the feelings of a young proprietor are against selling landed property directly on coming of age.

On these considerations Sir Richard Temple has expressed his opinion that the proper solution of the difficulty is so to manage a Ward's affairs that there should ordinarily be no surplus at the end of a minority

beyond such reasonable working balance as might be required for working the estate and maintaining the household in fitting style. Nothing can be more appropriate than for the manager of a Ward's estate to pay off outstanding debts. But when an estate is clear of debt, a manager should understand that all he can save by economical administration ought to be spent on the improvement of the estate and the well-being of its inhabitants. There can be no objection to the purchase of landed property where such purchase would either improve the estate or be for the general advantage of the Ward. But ordinarily such surplus income as accumulates should be expended on works for the benefit of the tenantry, such as wells, small irrigation works, tanks, roads, schools, hospitals, or the like. The formation of really good establishments, for the management of village affairs, and the laying out of money on the permanent improvement of the land, are the objects which a manager should keep in view. The feeling among good and economical managers, that their paramount duty is to amass a large cash balance for the minor whose estate they may be administering, though certainly loyal on the manager's part towards the Ward, may fail to operate for the best interest of all concerned. A well-managed estate under the Court of Wards ought to be, in the language of Sir George Campbell, a good example to the surrounding country of what a solvent, wisely administered, property should be.

The above instructions, which have been sanctioned by the local Government and the Government of India, contain an exposition of the principles by which managers of Wards' estates are to be guided in administering surplus funds, and measures have been taken for giving publicity to these orders.

III.—PROTECTION.

Course of Legislation.

OWING to the great pressure of work occasioned by the famine, and the consequent heavy demands on the time of all departments and individuals of the Government service. the legislative business performed by the Bengal Council has been comparatively light during the year 1873-74. As mentioned at page 90 of the Administration Report for last year, the Council adjourned on the 13th September 1873. It re-assembled on the 29th November 1873, and continued to meet, at intervals, until the 18th of April 1874.

In addition to the Acts noticed in last year's report, the following were passed during the session of 1873-74:—

The "Bill to provide for embankments and drainage," which was referred to in last year's report, received the assent of the Governor-General in Council on the 20th December 1873, and was promulgated as Act VI (B.C.)of 1873. It applies to all parts of the Lower Provinces except Orissa and the Soonderbuns, repeals the Acts previously in force, and generally consolidates the law on the subject. Ample powers are given to the Collectors of Land Revenue and to the District Engineers acting under their authority to take charge of, remove, or alter existing embankments; to improve drainage and remove obstructions to it; and to construct and open or shut sluices in embankments for irrigation or other purposes. In ordinary cases the procedure of the Act provides for full publicity being given to the proceedings of the Government officers, and for due notice being given to parties whose interests may be in any way affected by their proceedings under the Act. In cases of emergency, however, where life or property is in imminent danger, the ordinary procedure may be dispensed with, and such immediate action be taken as may be found necessary to prevent it. The land required for the

Act VI (B.C.) of 1873.—An Act to amend the law relating to embankments and water-courses. (Received the assent of the Lieutenant-Governor on the 2nd December 1873, and of Governor-General on the 20th idem.)

works to be carried out under the Act is to be ordinarily acquired under the law in force for the acquisition of land for public purposes; but, as mentioned above, strict procedure is dispensed with in cases which require immediate action. An entirely new feature of the Act is the provision for charging the cost of works to estates in the proportion of the extent to which they are benefited by them; and the schedule contains a list of embankments the property of Government and maintained and kept up at the public expense. The "Hooghly and Burdwan Drainage Act" of 1871 is not affected in any way by Act VI (B.C.) of 1873.

The Bill became law at a most opportune moment, and the Lieutenant-Governor, immediately on receiving the Viceroy's assent to it, issued a circular calling the attention of all local officers to the Act, and pointing out that it could be most usefully applied with the object of affording labour to the sufferers from the scarcity in the distressed districts. The works connected with the Gunduk Embankment were at once brought under the provisions of the Act.

Certain defects having been discovered in the law regulating the transport of emigrants to the districts of Assam, Cachar, and Sylhet, it was found necessary to resort to legislation with a view of remedying these defects, and of generally consolidating the law relating to the emigration of labourers to the districts above named, and which are now called "the labour districts." One of the chief features of the new Act is the countenance it gives to a system of free-recruiting side by side with ordinary recruiting under the provisions of the law. As free emigrants would have considerable advantages over emigrants enlisted under the Act if no restriction were placed upon the number allowed to embark at one time in any one vessel or boat, the number of the former is limited by the Act to twenty.

Act VII (B.C.) of 1873, or the "Labour Districts Emigration Act."—An Act to amend the law relating to the emigration of labourers to the districts of Assam, Cachar, and Sylhet, and to regulate contract labour and service. (Received the assent of the Lieutenant-Governor on the 22nd December 1873, and of the Governor-General on the 30th idem.)

This provision was also deemed necessary as a precaution against outbreaks of cholera and other similar diseases. Another important feature of the Act is the authority given to employers to arrest without warrant any labourer or emigrant enlisted under the Act who, having arrived at a labour district, deserts his employer's service. This authority, however, is confined to cases in which there is no Magistrate resident within ten miles of the place where such labourer is arrested. On the passing of the Bill Sir George Campbell expressed a hope that in the course of a few years the interests of employers and labourers might be found to be so intimately bound up together that resort to legislation would be no longer necessary to enforce their mutual obligations.

The object of this Act is to amend Act XXI of 1856 of the Governor-General in Council, and Act II of 1866 of the Council of the Lieutenant-Governor of Bengal, with a view of relieving Magistrates of districts of the necessity of themselves trying cases of a petty nature, and with the object of assimilating the jurisdiction of subordinate Magistrates in respect of the trial of the

Act I (B.C.) of 1874.—An Act to amend Act XXI of 1856 of the Council of the Governor-General, and Act II of 1866 of the Council of the Lieutenant-Governor of Bengal. (Received the assent of the Lieutenant-Governor on the 6th December 1873, and of the Governor-General on the 8rd January 1874.)

offences mentioned in the amended Acts with that given them by the new Criminal Procedure Code.

In accordance with the provisions of the Calcutta Markets' Act VIII of 1871, the Justices of the Peace for the Town of Calcutta purchased a plot of ground near the site of the old Dhurumtollah market with the object of building a new municipal market, and carrying it on themselves for the benefit of the rate-payers. It was, however, ascertained that on the true construction of Act VIII of 1871, the powers of the Justices were limited to the establishment of a market, and did not extend to its management on behalf of the public. In order, therefore, to give them power to legally carry on the business of the above market, and to indemnify the Chairman in respect of certain sums which he had expended with this object, it was necessary to amend the existing law. The new Act also gives the Justices power to borrow a further sum of seven lakhs of rupees in order to enable them to pay for the old Dhurrumtollah market.

Act II (B.C.) of 1874, "The Calcutta Markets Amendment Act."—An Act to amend Act VIII of 1871 (for the better regulation of markets in Calcutta, and to empower the Justices to establish municipal markets). (Received the assent of the Lieutenant-Governor on the 20th April 1874, and of the Governor-General on the 4th May 1874.)

The Bill to provide for the voluntary registration of Mahomedan marriages and divorces, which was introduced on the 29th November 1873, was read in Council and referred to a Select Committee, but it is probable that it will require alteration and amendment in many material parts before it can become law. The general object and scope of the bill were noticed in last year's report.

A Bill to provide for the voluntary registration of Mahomedan marriages and divorces.

The Legislative Council has now again met towards the close of the year 1874, after a long interval; and the Lieutenant-Governor has adverted in Council to the nature of the legislation that it is expected will occupy the consideration of the Legislative Department during the coming year. The first of the Bills now pending before the Council is the bill to amend the law relating to excise. Other Bills pending are for the voluntary registration of Mahomedan marriages and divorces, above referred to; for the summary realization of loans made by Government in the course of the operations for famine relief; and for the amendment and relaxation of the present jute warehouse Act No. II of 1872. These measures are on the current list of business: but there are other measures in contemplation, and Sir George Campbell left on record, in his last Administration Report, the following passage regarding the future requirements of legislation in Bengal.

Pending Legislation.

"He (the Lieutenant-Governor) believes that the time has come when some parts of the revenue law may be reviewed with advantage. Many improvements in regard to the sale law, the law of partition, the law of registration, mutations, &c., and other laws, might be effected.* * * A general consolidation of the land revenue and rent laws should not be attempted, but some particular laws or groups of laws, such as sale laws, should be carefully reviewed on the first convenient opportunity."

Among the measures relating to these subjects are the proposed law to appoint managers in joint undivided estates, which is fully discussed in the chapter of this report on Changes of Administration; a law to secure the registration of possessory titles to land; proposals for the modification and improvement of certain portions of the sale law; one particular rectification in law for the realization of rent due from Government ryots and of other dues pertaining to Government and relating to the land; a proposal to amend the law relating to butwarras or partitions; to extend the law for the realization of irrigation dues; the introduction of a modified Bengal Municipalities Bill, and of a Bill to consolidate the municipal law of Calcutta; a Bill to impose the cost of erecting survey boundary-pillars on zemindars, to sanction the levy of port dues at False Point, to amend the general Police Act, Act V of 1861, and to alter a law to prohibit the levy of illegal cesses on navigable rivers, high roads, and in public markets. These various subjects are all strictly matters of business which have been long pending and have been under discussion by the best informed authorities in Bengal. It is hoped that during the coming year they will, some of them, be passed into laws with the general assent of all concerned.

Police.

In 1873 the strength of the district police force remained much the same as in the previous year. On 31st December it included 95 superior officers and 22,449 inferior officers and men. Of the latter, 1,617 were employed in Assam, and 621 on the Chittagong frontier. The rank and file of the force were distributed as follows: General police duties, 17,312 ; jail guards, 2,133 ; magazine guards, 255 ; treasury, salt, and opium guards, 1,623; frontier guards, 1,444. The total expenditure on police during the year was Rs. 43,69,296.

Municipal police.

The strength of the municipal police, excluding Calcutta and its suburbs, was 6,497, officers and men, who were entertained at a cost of Rs. 5,35,690, or slightly more than in the previous year. The necessity for legislation in connection with the village police was noticed in last report. The accounts of the working of Act VI (B.C.) of 1870 continue to be unfavourable. In all districts the chowkeedars' pay continues to fall into arrears, and some summary method of realizing their dues is much wanted. The strength of the Government police employed on the East Indian Railway amounted, as in the previous year, to 483 officers and men under an Assistant Inspector-General. Of the monthly cost of Rs. 8,683, Government paid Rs. 2,552 only.

Village police.

Railway police.

Frontier police.

In last year's report it was stated that the Government of India had approved generally of the principle of dividing the police of all frontier districts into two bodies, as one for civil work, and the other for guards and other *quasi*-military duty. It now only remains to settle details, and Mr. E. Baker, of the police force, whose inquiries had been interrupted by his being called to duty in the famine districts, has been reappointed for the purpose of arranging these in personal communication with the officers of those districts which continue under the Government of Bengal. Owing to the difficulty found in recruiting the ranks of the frontier police, a depôt was formed at Julpigoree for the purpose of enlisting and training Goorkhas and other men of the Himalayas. During the pressure caused by the famine, the men composing it were drafted to Behar, where they are still employed on guard duties. The actual expenditure on the force employed in the Chittagong Hill Tracts amounted to Rs. 1,76,126.

Special and extra police.

Towards the close of the year, a special force of 96 officers and men was enlisted in Pubna with a view to relieve a similar body which had been drawn together from various districts in order to repress the agrarian

disturbances in that district. In two instances, in villages where there had been frequent disturbances, extra police, amounting to one head constable and six constables, were quartered on the people. In Tipperah, Sarun, and Chumparun, small parties were similarly employed; in the latter districts on account of the prevalence of cattle thefts.

Punitive police.

There was a slight decrease in the death-rate among the force, the percentage having been 1·9, against 2·1 in 1872. Hooghly, Dinagepore, and Darjeeling, continue to be the most fatal districts, the deaths there ranging from 40 to 50 per thousand. The dismissals exceeded those of the previous year, being nearly 4 per cent. on the strength of the force, of whom 19·5 per cent. more were fined, degraded, or suspended: nearly 1·3 per cent. of the force were punished under the Police Act, and about 2 per cent. under the Penal Code.

Mortality.

Punishments.

In some districts there is now no difficulty in inducing men who know how to read and write to enter the force. The subject of the education of those in it has received attention, and improvement is reported notwithstanding the difficulties in the way. In Midnapore, Bankoora, and Julpigoree, specially satisfactory results are said to have been obtained.

Education.

No less than 662,239 processes were served by the police during the year. This was somewhat less than in the previous year. A further and considerable decrease is anticipated in the current year, owing to the entertainment of special establishments of peons, which has been sanctioned under Act VII of 1870, for the service of process in non-cognizable cases.

Process serving.

CALCUTTA AND SUBURBAN POLICE.

Mr. Wauchope remained at the head of the Calcutta police till the end of October. On his departure for England, it was arranged that the executive control of the force should be left in the hands of the Deputy Commissioner, Mr. Lambert, under the general supervision of the Commissioner, Mr. Stuart Hogg.

Changes in administration.

The strength and cost of the police force in town and suburbs were as follows :—

		Rupees.
Calcutta police	4 Superintendents and 1,453 subordinate officers and men.	4,12,277
Suburban police	2 Superintendents and 892 subordinate officers and men.	1,68,989
River police	1 Superintendent and 186 subordinate officers and men.	27,713
Government guards and preventive police under Act XIV of 1868.	418 Subordinate officers and men ...	65,836
Additional constables paid for by individuals or companies employing them.	250 Subordinate officers and men ... 7 Superintendents and 3,199 subordinate officers and men.	31,529
	Total ...	7,06,336

Of the total cost, Rs. 2,93,690 is paid by Government.

Constitution of the force.

Last year attention was drawn to the desirability of increasing the number of Bengalis in the lower ranks of the force, and endeavours have been made to effect this. As vacancies occur, preference is given to Bengalis, but it is extremely difficult to increase their numbers materially. Excluding all standing guards, the proportions borne by the two classes of natives in the town and suburban force was 391 Bengalis to 1,695 up-country-men. Of some 80 Bengalis, who were specially recruited in Jessore and Fureedpore, more than half soon disappeared. The strict watch and ward which it is necessary to maintain in the metropolis was, it seems, distasteful to them.

Condition of the force.

With a strength of 3,207 men of all ranks in the force, 157 only were dismissed, and 61 deserted. This is an improvement on the previous year. The total number of discharges was 155, against 189 in 1872. It is satisfactory to note that the mortality decreased from 65 in 1872 to 46 in 1873. Nearly all the deaths occurred in the police hospital, the sanitary condition of which was during the year much improved.

CRIME.

Comparison with 1872.

The number of cognizable offences reported, together with the results of arrests made during the past year, as compared with the figures of the previous year, were as follows:—

	1872.	1873.
Cases reported	112,883	119,046
Number arrested	88,821	87,478
Finally convicted	48,139	50,540
Acquitted	32,563	32,493

Deducting cases struck out as false, the whole number of true cases in 1873 was 90,886, against 85,645 in 1872.

Rates of true crime to population and areas.

The following return gives the crime admitted to be true in the several divisions as compared with area and population, and also with the preceding year's statement:—

Divisions.	Area.	Population.	True crime to area. 1872.	True crime to area. 1873.	True crime to population. 1872.	True crime to population. 1873.
Burdwan	12,719	7,288,057	·9 to 1 sq.m.	·9 to 1 sq.m.	1 to 611	1 to 587
Rajshahye	17,694	8,893,738	·6 to 1 ,,	·7 to 1 ,,	1 to 748	1 to 843
Presidency	9,867	6,097,863	1·03 to 1 ,,	·9 to 1 ,,	1 to 599	1 to 670
Cooch Behar	3,573	958,138	·1 to 1 ,,	·1 to 1 ,,	1 to 728	1 to 616
Dacca	22,289	9,517,498	·5 to 1 ,,	·5 to 1 ,,	1 to 911	1 to 834
Chittagong	13,592	3,444,874	·2 to 1 ,,	·19 to 1 ,,	1 to 1,352	1 to 1,293
Patna	28,732	13,122,743	·8 to 1 ,,	·8 to 1 ,,	1 to 697	1 to 626
Bhagulpore	18,686	6,615,358	·5 to 1 ,,	·4 to 1 ,,	1 to 743	1 to 780
Orissa	23,901	4,317,999	·1 to 1 ,,	·1 to 1 ,,	1 to 1,420	1 to 1,305
Chota Nagpore	28,482	3,419,591	·1 to 1 ,,	·1 to 1 ,,	1 to 871	1 to 764
Assam	27,307	1,682,692	·09 to 1 ,,	·1 to 1 ,,	1 to 633	1 to 586
Total ...	2,06,841	65,355,451	·41 to 1 ,,	·43 to 1 ,,	1 to 763	1 to 720

Percentage of false cases and total amount of true crimes.

While there has been a decrease in the Presidency and Bhagulpore divisions, there has been an increase in the remainder. The districts where the increase in crime is most conspicuous are Gya and Shahabad, in the Patna division; Burdwan, Rungpore, Bogra, and Moorshedabad, in the Rajshahye division; and Backergunge in Dacca. In the Patna division, the Commissioner remarks that there has been a steady, but remarkable increase of crime, which is difficult to account for. It occurs chiefly in petty house-breaking, which is the prevailing crime in Behar, and which forms more than half the number of offences against property. In Burdwan, the transfer of several thanas from neighbouring districts has disturbed the comparison of the figures for 1873 with those of a series of years previous. In all the districts of the Presidency division there is a decrease in crime observable. In Rungpore the number of cases was 2,861, against 1,956 in 1872. In the Dacca division the increase in crime is almost wholly confined to minor offences against person and property, and is said to be due to the more active administration caused by the extension of the sub-divisional system, to the increase of the local magistracy, and to the increased efficiency of the police.

False cases.

Cases struck off as false shew a slight increase over 1872, and a very considerable one as compared with 1871:—

In 1871 there were	...	...	...	19,776
1872	...	...	...	27,238
1873	...	...	...	28,160

Thus there is an excess of 8,384 within the last two years; or in 1873, out of a total of 119·046 cases, 23·7 per cent. were struck off as false.

Results of trial.

Excluding cases not inquired into, and cases declared by the judicial authorities to be false, and including 1,754 cases which occurred in previous years, the total number of cases inquired into in 1873 was 79,223, against 74,954 in the previous year. In 30,018 of these, or 38 per cent., convictions were obtained. The total number arrested during the year was 87,478, and of these 57·8 per cent. were convicted on trial by the various criminal courts. In 1872 the convictions amounted to 54·2 per cent., thus shewing a result which is favourable to the year under report. Although the arrests were not nearly so numerous, the number convicted was higher. Of the number arrested, 24,251, or 26·7 per cent., were by the Magistrates' orders: this is, in a slight degree, less than in the previous year. The remainder of those arrested were disposed of as follows:—

Released by the Magistrates without trial	...	...	4,154
Died, transferred, or failed to appear	...	...	520
Otherwise disposed of ...	...	...	236
Awaiting trial at sessions	...	...	250
Awaiting trial before Magistrates...	...	...	487
On bail or in police custody	...	...	2,424

The number actually put on trial amounted to 83,538; and of this number 50,045, or 59·9 per cent., were finally convicted, and 32,493, or 41·1 per cent., were acquitted, against 59·5 and 41·5 respectively of 1872.

Propcety stolen and recovered.

The percentage borne by the value of property recovered by the police to that stolen has considerably fallen off, the figures for the past three years having been as follows:—

	Property stolen.	Property recovered.	Percentage.
	Rs.	Rs.	Rs.
1871	10,01,684	3,09,410	30·8
1872	10,01,690	2,84,858	28·4
1873	11,09,028	2,78,904	25·1

In the district of Gya, where the percentage of recovery was only 6 per cent., the want of success was due to a single heavy case, in which Rs. 1,04,197 were stolen, and in which no clue was obtained.

The table below gives the number of cases reported under the different classes of crime in 1870, 1871, 1872, and 1873, exclusive of false cases.

	1870.	1871.	1872.	1873.
Class I, offences against the State, &c.	2,686	3,231	3,120	2,929
,, II, serious offences against the person, &c. ...	3,188	3,730	4,081	4,302
,, III, offences against the person, property, &c. ...	12,313	15,086	20,210	24,531
,, IV, minor offences against the person	1,855	3,092	3,994	4,126
,, V, minor offences against property	27,991	35,250	38,767	40,267
,, VI, other offences not specified above	8,681	10,156	14,497	13,765
Other special laws	619	320	599	872

Rioting, &c.

The only crime calling for special remark in the first class of offences is that of rioting or unlawful assembly. This, it is satisfactory to find, has decreased. Riots continue to occur frequently in the districts of the Dacca division, in Pubna, Jessore, and Tipperah. In the districts of the Presidency division, which, a few years ago, was notorious for its armed retainers, there has been a considerable decrease in the crime.

Murders.

Against 401 cases of murder which were reported, but 145 cases were detected; while of 902 persons arrested, 304 only were convicted, the percentage being 33·9 per cent., against 29·8 in the previous year. Of the cases reported, 105 were declared to be false. Of the persons arrested, 221 were released by the Magistrate and 223 by the Session Courts. Of the whole number of cases, 11 were murders by dacoits, 19 by robbers, 28 by prisoners, and the rest were of an ordinary character. Backergunge is the district most noticeable for the number of dacoity and poisoning cases ending in murder, and the results of the inquiries made into these have been far from satisfactory. As regards ordinary murders, it appears that 69 wives were murdered by their husbands, 29 husbands were murdered by their wives or their paramours, 30 paramours were murdered by the husbands or by his relatives, 11 women were killed by their relatives owing to intrigues, 37 men were killed in land disputes or other riots, 4 children were killed for the sake of their ornaments, 7 children killed were illegitimate, and 11

murders were committed by lunatics. Sonthal Pergunnahs, Backergunge, and Sylhet, continue to be the districts where the crime of murder is most frequent. The only large decrease is observable in Mymensingh, where there were 14 cases only, against 21 in the previous year. This district, however, together with Dacca, Tipperah, Midnapore, and Jessore, is conspicuous for want of success in dealing with the crime.

Heinous offences against property.

The increase or decrease under the principal heads of heinous crimes against property, compared with 1872, were as follows:—

	1872.	1873.	Increase.	Decrease.
Dacoity	313	329	16	...
Robbery	306	302	...	4
Serious mischief	723	662	...	61
Receiving stolen property by dacoity	27	36	11	...

There was a marked increase in dacoity during the year in all the districts of the Rajshahye division, except Rajshahye itself; while there was a decrease in all the districts of the Burdwan division, except Beerbhoom. On the whole, there was a great improvement in the number of cases detected and of convictions obtained. This was especially apparent in Behar, where, although the cases had decreased, the convictions more than doubled.

Arson.

Cases of arson have more than doubled in Chittagong during the past three years, and the means ordinarily at the disposal of the Magistrate are found to be quite inadequate to enable him to cope with the crime. The chief bazars of the town of Chittagong itself are not free from danger. An attempt was made to burn down one of them, and the merchants by the river have been apprehensive for the safety of their godowns. Most of the house-burning arise from feelings of personal ill-feeling and revenge.

Minor offences against property.

The comparative results during the past three years as regards minor offences against property are shown in the following table:—

	True cases reported.	Not inquired into.	Cases detected.	Number convicted.
1871	48,763	9,864	10,141	15,310
1872	57,632	6,149	12,508	19,882
1873	63,460	13,301	13,862	21,760

The excess in the past year is in cases of lurking house-trespass and of ordinary theft. The cases not inquired into are double those in the previous year; but the cases detected and number convicted are larger in proportion.

CRIME IN CALCUTTA AND SUBURBS.

The total number of offences, both cognizable and non-cognizable, reported in the course of the year both in the town and suburbs, was 48,322. Compared with previous years, the figures stand as follow:—

	1871.	1872.	1873.
Town	27,867	38,879	39,169
Suburbs	5,894	8,659	9,153

The increase in crime indicated by these figures is explained in part, as regards the suburbs, by the inclusion in the returns for the first time of cases not inquired into. False cases, too, have increased, and tend to swell the apparent amount of crime. There are, however, certain classes of crime, such as assaults and nuisance, which have undoubtedly increased largely in the town of Calcutta, and the same remark applies to the suburbs as regards the former offence.

The number of cases and persons disposed of by the Police Magistrates of Calcutta are shown by their returns to have been as follows :—

Divisions.	Number of cases instituted.	Total number of persons put on trial.	Acquitted.	Convicted.	Committed.
Northern Division	8,509	14,457	2,138	12,137	142
Southern ,, ...	11,151	11,929	1,878	10,008	40
Total ...	19,660	26,386	4,016	22,145	182

The large number of committals from the Northern Division Court is noteworthy, and apparently indicates that the jurisdiction of the Police Magistrates is too limited, and that a great waste of time and power is involved under a system which compels committals to the High Court in many cases of a very petty character. The subject is under consideration, and it has been proposed to provide a remedy in the bill now before the Legislative Council to amend the procedure of the Presidency Police Courts.

Cognizable crime.

The town of Calcutta may justly congratulate itself on the peaceable and orderly conduct of its inhabitants. Serious crime has happily been infrequent during the year, and there has been a complete absence of any violent disturbance of the public peace.

Offences against special or local laws.

In Calcutta there were 335 cases and 566 convictions under the Gambling Act. The attention of the Police Magistrates has been directed to the provisions of the law allowing imprisonment, in cases of second convictions, which should be enforced against professional gamblers.

No less than 1,960 persons, out of 2,036 arrested, were convicted for cruelty to animals. There seems to be some ground to fear that these cases are too summarily dealt with. The certainty with which conviction follows arrest is creditable to the vigilance with which these cases are prosecuted; and it must rest with the Magistrates to see that the proof is in every case adequate before conviction is allowed. There can be no doubt, however, that the humane efforts of the society which institutes this watchful and active supervision have been productive of much good.

375 persons were tried for offences against the Shipping Act, and of these 293 were convicted. These facts suggest somewhat painful considerations. The lot of the British seaman in this port, in spite of what has been done within the last few years to improve it, is still anything but a pleasant one, and he is likely to continue to be

troublesome till he is as well cared for as skilled European labourers are on shore. It is hoped that the disadvantages incidental to his sojourn here may be gradually removed.

European vagrants.

In 1873, twenty-five persons only were declared vagrants, against 69 in the previous year. A corresponding decrease in the number of admissions into the alms-house shews a real diminution in the number of distressed Europeans and Eurasians. The work-house regulations are not palatable to loafers, and have recently been rendered still more stringent. European mendicants are now seldom seen in Calcutta. The total cost to Government incurred under the Act in Calcutta was Rs. 2,458; of which sum Rs. 777 were debited as work-house charges, and the rest expended in removing 13 vagrants by land and sea.

Criminal Justice.

System of summary trials and Benches.

THE system of Summary trials under the new Code of Criminal Procedure was alluded to in last year's report, and it was stated that the system had then worked satisfactorily so far as it had been tried. The reports received during the year under review have continued to be favourable. The press of work and necessity for speedy procedure which resulted from the scarcity made it necessary to extend widely the power of summary and prompt trial; and on the recommendation of Commissioners, summary powers were conferred on many Magistrates who were considered competent to exercise them. The Bench system has also been now regularly set on foot, and with very encouraging results. It is interesting to find that in some places the Honorary Magistrates are asking to be allowed to sit without a stipendiary Magistrate, and the Lieutenant-Governor has expressed himself willing that any Bench should be allowed to do so by way of experiment if the Commissioner should report it fit to sit independently. Generally speaking, the Benches seem to have acted with much independence and discretion in trying cases.

High Court rules for the levy of process fees under the Court Fees' Act.

The rules drafted by the High Court under the Court Fees' Act (Act VII of 1870) for regulating the fees leviable on civil and criminal processes, which were referred to in last year's report, have now been sanctioned by the Lieutenant-Governor and the Supreme Government, and came into force in March 1874. The operation of the rules has since been carefully watched, and difficulties as they have arisen, so far as they affect the civil courts, have been met by the High Court. As regards magisterial courts, fees are now chargeable for serving and executing processes in the case of all offences other than offences for which police officers may arrest without warrant; and for the service of such processes a special class of peons has been entertained under the rules. A Magistrate has now no power to issue a process in non-cognizable cases without charge; and the question has arisen as to how a Magistrate should proceed in case a plaintiff or a defendant under arrest were too poor to pay the prescribed fees for summoning his witness, or in case a complainant failed to press a charge which the Magistrate thought should be proceeded with.

It is proposed to amend the law on this subject, and the matter is still under consideration; but in the meantime Magistrates have been instructed that in such cases the fees may be advanced in cash and debited to Government when irrecoverable. The whole system of the working of the court fee rules, which have only been for a very short time in force, is under the careful observation of Government.

New rules for the examination of pleaders and mookhtears.

New rules for the conduct of the examination of candidates for admission as pleaders and mookhtears in the mofussil courts having been passed by the High Court in 1873, the circumstances of the examination held in March last differed in a considerable degree from those of previous examinations. All the rules, except those relating to the qualifications required from persons presenting themselves for examination in the different grades, were enforced this year; and the rules will be enforced in their entirety next year. The effect of the new system is, as regards qualification, to prevent persons who have not passed a university examination, or one of some other examinations specified, which are conducted in the English language, from appearing at the examination of candidates for pleadership of either grade; and persons who have not passed a scholarship examination of some description, from appearing at the examination of candidates for admission as mookhtears. Candidates for pleadership of the higher grade will in future be required to have passed the First Examination in Arts at the Calcutta University, or some one of the corresponding examinations specified, instead of, as heretofore, only the Entrance examination of that University.

Under these circumstances, as the late examination was the last under which candidates with the old qualifications were able to compete, the number of applications for admission to the examination was unusually high. The following statement shows the number of applications from properly qualified candidates in the different grades received in the years 1872-73 and 1873-74, respectively:—

	1872-73.	1873-74.
Higher grade pleadership	150	259
Lower grade ditto	929	1,515
Mookhtearship	1,096	1,325

The number of candidates who successfully passed the examination of 1873-74 is as follows:—

Higher grade pleadership	98
Lower grade ditto	388
Mookhtearship	95

The usual tables illustrating in detail the results of the Criminal judicial procedure in Bengal will be found in the Statistical Statements appended to this report.

High Court, original side.

During 1873, 181 persons were dealt with at the Sessions on the original side of the High Court. Of these, three were discharged without trial, 30 acquitted, 144 convicted, one died, and three remained under trial at end of the year.

Courts of the interior. Convictions and acquittals.

In the Sessions Courts of the interior, 4,321 persons were dealt with; of whom 27 were discharged, 1,309 acquitted, 2,352 convicted, 40 committed or referred, 19 died, escaped, or were transferred, and 573 remained under trial at the end of the year. The Magistrates of all grades had before them 170,580 persons, as against 166,972 in 1872. Of these, 27,018 were discharged without trial, 42,591 acquitted, and 93,431 convicted, and 3,757 committed; 350 died, escaped, or were transferred, and 3,433 remained under trial at end of the year.

Three hundred and ninety-eight cases tried by the District Judges in the interior were jury trials, determined by jury. In 35 of these the Judge did not approve of the verdict. In 1,280 cases tried with assessors, the Judge differed in 151.

Appeals.

The appeals heard by the District Magistrates from their subordinates were 6,969. Of these, 779 were rejected, and sentences were confirmed in 3,706, modified in 770, and reversed in 1,158. The Sessions Courts had 7,237 appeals, of which they rejected 2,060, confirmed sentence in 3,330, modified it in 664, and reversed it in 864. The appeals heard by the High Court were 2,645, of which sentences in 1,574 were upheld, in 142 modified, and in 359 reversed.

Results under principal headings of crime in High Court statements.

The proportion of violent or heinous crime, compared to the population of Bengal, cannot be said to have been large. There were 854 murders and culpable homicides, including attempts at those crimes, for which 1,567 persons were brought to trial, of whom 561 were convicted. Under the heads of unlawful assembly, rioting, and affray, there were 2,989 cases, for which 10,792 persons were tried, of whom 6,944 were convicted. In 691 cases of false evidence, 932 persons were put on trial, of whom 438 were convicted. There were 54,158 cases of criminal force or assault, in which 15,609 persons were convicted and 17,822 were acquitted. Under kidnapping came 396 cases, in which 439 persons were put on trial, of whom only 105 were convicted. Thefts gave a total of 30,609 cases; but only 23,441 persons were put on trial, of whom 12,462 were convicted. There were 404 cases of dacoity, for which 1,784 persons were tried, of whom 610 were convicted. Criminal trespass in the form of house-breaking gave 15,016 cases, in which 2,258 persons were convicted, out of 3,738 brought to trial. There were 3,673 cases of offences relating to marriage, in which 2,361 persons were put on trial, of whom 364 only were convicted. Under defamation came 798 cases, in which 409 persons were put on trial, of whom 93 persons only were convicted. The total number of cases under the Penal Code was 164,990, in which 134,464 persons were put on trial, of whom 68,626 were convicted.

Non-cognizable crime.

The statement below gives the misdemeanours not cognizable by the police instituted in the Magistrate's courts of each district, the cases of similar character taken up by Magistrates of their own motion, &c., with the percentage of convictions to persons against whom process issued, and number of persons convicted to population.

Statement of non-cognizable crime in Bengal, 1873.

Division.	District.	Population.	Number of cases instituted.	Number taken up by Magistrate.	Number of persons against whom process issued.	Number actually appeared.	Number of persons convicted.	Percentage of convictions to persons against whom process issued.	Percentage of convictions to persons who actually appeared.	Number of persons convicted to population.
Calcutta ...	Town	447,610	19,351	.....	21,731	18,514	16,217	74·6	87·5	1 to 27
	Suburbs	258,910	4,938	13	6,694	4,509	2,596	38·5	57·5	1 to 99
Burdwan ...	Burdwan	2,034,745	2,354	.....	3,108	3,394	1,396	44·9	41·1	1 to 1,457
	Bankoora	526,772	590	34	694	510	313	45·1	57·9	1 to 1,682
	Beerbhoom	695,921	1,507	.....	1,686	822	341	20·8	41·4	1 to 2,040
	Midnapore	2,510,903	3,515	148	3,532	2,917	1,543	43·6	52·8	1 to 1,640
	Hooghly	892,691	2,692	2	3,540	2,415	1,182	33·3	48·9	1 to 755
	Howrah	595,865	4,189	17	5,629	4,428	3,018	53·6	68·1	1 to 197
Presidency ...	24-Pergunnahs	2,057,648	4,209	182	4,984	3,100	1,716	34·4	54·1	1 to 1,548
	Nuddea	1,812,795	3,974	97	4,435	2,588	1,194	26·9	46·1	1 to 1,518
	Jessore	2,075,021	3,796	296	3,728	3,296	1,804	48·3	54·7	1 to 1,150
Rajshahye ...	Moorshedabad	1,353,626	3,214	272	4,286	2,918	1,358	31·6	46·4	1 to 996
	Dinagepore	1,501,924	644	3	974	757	406	41·6	53·6	1 to 3,699
	Maldah	676,426	682	.....	817	639	302	36·9	47·3	1 to 2,239
	Rajshahye	1,310,729	1,079	1	1,431	1,067	504	35·3	47·2	1 to 2,600
	Rungpore	2,149,972	1,871	25	1,498	1,478	767	50·2	47·8	1 to 3,040
	Bogra	930,467	1,387	60	944	928	334	35·3	35·6	1 to 2,004
	Pubna	1,211,594	2,530	153	2,820	1,384	956	33·9	69·0	1 to 1,267
Cooch Behar ...	Darjeeling	94,712	273	44	349	379	140	42·9	36·9	1 to 676
	Julpigoree	418,665	776	3	723	738	391	53·6	52·9	1 to 1,070
	Goalpara	444,761	487	18	667	625	309	46·3	49·4	1 to 1,439
Dacca	Dacca	1,852,993	7,331	41	7,702	5,739	2,645	34·3	47·8	1 to 700
	Fureedpore	1,012,589	4,978	552	5,901	2,464	1,541	26·1	62·5	1 to 657
	Backergunge	2,377,433	8,031	111	6,077	3,220	1,910	31·4	59·6	1 to 1,244
	Mymensingh	2,349,917	4,440	197	2,350	2,150	1,097	46·6	51·0	1 to 2,143
	Sylhet	1,719,539	5,637	6	6,013	2,530	1,228	20·4	48·5	1 to 1,400
	Cachar	205,027	1,821	8	1,035	1,055	579	35·4	54·8	1 to 355
Chittagong ...	Chittagong	1,127,402	3,750	15	2,102	1,621	765	36·3	47·1	1 to 1,473
	Noakholly	713,934	2,417	3	2,132	1,370	614	28·7	44·8	1 to 1,162
	Tipperah	1,533,931	5,307	11	5,336	3,035	1,654	30·9	54·4	1 to 927
	Chittagong Hill Tracts ...	.....	50	11	281	339	144	51·2	42·4	.....

Patna	Patna	...	1,550,638	1,965	4	2,502	2,297	1,105	33·1	48·1	1 to 1,412
	Gya	...	1,919,750	1,623	67	1,647	5,464	1,093	32·9	42·4	1 to 1,806
	Shahabad	...	1,758,374	1,577	67	2,092	1,916	810	40·1	49·8	1 to 2,662
	Tirhoot	...	4,339,706	1,497	153	1,768	3,573	786	40·1	49·9	1 to 5,578
	Sarun	...	2,965,360	1,467	33	2,451	2,403	1,191	48·0	56·0	1 to 1,732
	Champaran	...	1,440,815	393	45	625	638	270	63·1	43·7	1 to 5,164
Bhagulpore	Monghyr	...	3,812,936	1,022	.....	2,985	1,702	974	40·7	54·3	1 to 1,805
	Bhagulpore	...	1,820,290	2,004	.....	2,527	3,423	552	25·0	40·6	1 to 3,137
	Purneah	...	1,714,705	3,928	78	4,497	1,550	734	29·3	47·3	1 to 2,336
	Sonthal Pergunnahs	...	3,250,287	3,669	188	4,624	3,357	1,731	37·4	61·1	1 to 727
Orissa	Cuttack	...	1,494,784	2,510	61	2,463	1,532	633	25·0	41·6	1 to 2,546
	Pooree	...	709,674	1,035	.....	1,810	1,113	517	30·1	47·2	1 to 1,407
	Balasore	...	779,252	1,488	30	2,130	4,560	554	31·4	39·5	1 to 1,383
	Ghurjats	...	.....	957	3	554	290	300	18·0	6	.....
Chota Nagpore	Hazaribagh	...	771,875	538	3	798	798	350	45·3	46·3	1 to 2,206
	Lohardugga	...	1,237,123	700	79	1,135	954	567	47·9	59·4	1 to 2,181
	Singbhoom	...	416,923	385	48	444	430	169	38·0	39·3	1 to 2,465
	Manbhoom	...	905,570	767	71	1,101	1,161	550	47·7	47·9	1 to 1,810
Assam	Kamroop	...	661,031	1,257	.....	1,280	1,062	677	52·8	64·3	1 to 820
	Durrung	...	250,009	700	36	607	607	393	56·6	56·6	1 to 502
	Nowgong	...	256,990	1,332	.....	1,436	851	594	41·3	60·6	1 to 434
	Seebsaugor	...	296,439	1,277	45	1,008	981	615	61·3	60·7	1 to 483
	Luckimpore	...	121,267	751	4	654	633	253	41·3	41·3	1 to 423
	Khasi Hills	...	.....	34	13	105	106	98	93·3	98·3	.....
	Naga Hills	...	.....	20	.....	60	48	20	5	53	.....
	Total	...	.....	140,818	3,277	163,000	123,341	64,219	42·2	57·6	.....

The following further judicial statistics are supplied, for the most part by the Inspector-General of Jails, in a chapter of his report which contains much matter of interest, and are here introduced in the same place where it was found convenient to introduce a similar analysis of crime in last year's report.

Increase of crime.

The total number of convictions in 1873 in which the punishment awarded was imprisonment in whole or in part was 38,885, showing an increase of 2,330 on the convictions of the previous year, and an increase of 4,989 on the average convictions of the two previous years. The increase is distributed among all the divisions except Orissa, and is most conspicuous in the Rajshahye and Dacca divisions. The following shows the divisions arranged according to the percentage of additional crime above the average of the two years mentioned:—

1. Rajshahye ...	... 33·3	6. Cooch Behar	... 5·6
2. Chota Nagpore	... 25·8	7. Assam ...	... 4·2
3. Bhagulpore	... 24·6	8. Chittagong	... 3·7
4. Dacca ...	... 15·6	9. Patna ...	... 2·4
5. Burdwan	... 14·5	10. Presidency	... 1·5

Orissa was 9 *below* the average.

An analysis of the figures shows, however, that in certain of the trans-Gangetic districts of the Patna Commissionership the number of such convictions was less than in the previous year. Mr. Heeley observes that these are the districts where the scarcity was undoubtedly most severe, and he explains the coincidence by observing that in famine years a large proportion of the offences that would otherwise be punished with imprisonment are punished with flogging. It is clear, however, that too much stress cannot be laid on this argument; as at the close of the year under report the scarcity had only begun, and had not at all approached its climax. We need hardly then look for any "epidemic of crime," such as took place in the early part of 1866 in the districts of Orissa, before the close of 1873; and the Lieutenant-Governor's general belief is that there has been no such epidemic even in 1874, the actual year of famine, to the statistics of which we alone can refer to discover the real effects of the scarcity on crime.

Districts arranged in order of number of convictions.

The following statement gives the above results in a form similar to that used last year, arranging the districts in the order of the number of convictions in 1873:—

NUMBER OF CONVICTIONS.

Order in 1873.	Order in 1872.	Districts.	1873.	1872.	Increase or decrease.	Proportion to population in 1873.
1	1	24-Pergunnahs	2,053	2,606	553 D	949
2	17	Gya	1,505	794	771 I	1,295
3	2	Jessore	1,485	1,737	252 D	1,397
4	3	Calcutta	1,456	1,644	188 D	307
5	5	Tirhoot	1,392	1,534	142 D	3,149
6	6	Backergunge	1,391	1,447	56 D	1,720
7	9	Midnapore	1,384	1,120	264 I	1,835
8	4	Patna	1,353	1,600	247 D	1,152
9	14	Dacca	1,269	980	289 I	1,460
10	8	Sonthal Pergunnahs ...	1,260	1,301	41 D	999
11	18	Moorshedabad	1,242	769	473 I	1,089

NUMBER OF CONVICTIONS—(*Continued.*)

Order in 1873.	Order in 1872.	Districts.	1873.	1872.	Increase or decrease.	Proportion to population in 1873.
12	13	Nuddea	1,224	988	236 I	1,481
13	11	Hooghly with Howrah ...	1,162	1,087	75 I	1,281
14	10	Shahabad	1,113	1,108	5 I	1,548
15	7	Sylhet	1,099	1,335	236 D	1,564
16	12	Burdwan	1,097	1,018	79 I	1,854
17	19	Fureedpore	1,030	769	261 I	982
18	20	Mymensingh	1,005	739	266 I	2,338
19	27	Rungpore	971	541	430 I	2,214
20	23	Manbhoom	941	708	233 I	1,057
21	16	Monghyr	896	876	20 I	2,023
22	35	Pubna	766	377	389 I	1,581
23	31	Purneah	740	476	264 I	2,317
24	15	Sarun	787	882	145 D	2,800
25	22	Tipperah	730	716	14 I	2,101
26	24	Bhagulpore	705	672	33 I	2,590
27	26	Lohardugga	664	546	118 I	1,863
28	21	Rajshahye	645	726	81 D	2,032
29	25	Cachar	603	617	14 D	340
30	32	Hazareebagh	511	432	79 I	1,510
31	30	Dinagepore	486	485	1 I	3,090
32	29	Cuttack	483	504	21 D	3,094
33	28	Chumparun	482	524	42 D	2,989
34	41	Beerbhoom	458	313	145 I	1,519
35	34	Chittagong	452	383	69 I	2,494
36	42	Kamroop	399	304	95 I	1,407
37	44	Bogra	371	265	106 I	1,858
38	37	Bankoora	370	361	9 I	1,423
39	43	Durrung	347	274	73 I	680
40	36	Balasore	339	366	27 D	2,272
41	40	Seebsaugor	304	325	21 D	975
42	46	Julpigoree	286	218	68 I	1,146
43	33	Pooree	285	400	115 D	2,700
44	39	Maldah	269	340	71 D	2,514
45	38	Noakholly	259	355	96 D	2,756
46	49	Goalpara	201	169	32 I	2,028
47	47	Luckimpore	189	179	10 I	641
48	45	Nowgong	186	255	69 D	1,378
49	48	Singbhoom	124	174	50 D	3,346
50	50	Darjeeling	89	151	62 D	1,064
51	51	Khasi Hills	77	62	15 I	1,574
		Total ...	38,885	36,555	2,330 I	1,646

Increased in 30 districts.
Decreased in 21 ditto.

Districts arranged according to the proportion of convictions to population.

In the following statement the districts are arranged in the order of their criminality as compared with the census population, commencing with the least criminal. The report for 1872 was the first in which it was possible to furnish data of this kind, and a comparison with it will clearly show how much fallacy may creep into a commentary based on the results of a single year.

The comparative frequency of crime in the principal tea districts, which was noted last year, is still sufficiently conspicuous.

Order in 1873.	Order in 1872.	Districts.	Conviction to population, 1 in
1	15	Singbhoom	3,346
2	8	Tirhoot	3,149
3	6	Cuttack	3,094
4	5	Dinagepore	3,090
5	9	Chumparun	2,989
6	14	Sarun	2,800
7	23	Noakholly	2,756
8	26	Pooree	2,700
9	10	Bhagulpore	2,590
10	25	Maldah	2,514
11	7	Chittagong	2,494
12	4	Mymensingh	2,338
13	2	Purneah	2,317
14	21	Balasore	2,272
15	1	Rungpore	2,214
16	20	Tipperah	2,101
17	31	Rajshahye	2,032
18	11	Goalpara	2,028
19	22	Monghyr	2,023
20	18	Lohardugga	1,863
21	12	Bogra	1,858
22	24	Burdwan	1,854
23	17	Midnapore	1,835
24	34	Backergunge	1,720
25	3	Pubna	1,581
26	16	Khasi Hills	1,574
27	40	Sylhet	1,564
28	35	Shahabad	1,548
29	19	Beerbhoom	1,519
30	32	Hazareebagh	1,510
31	30	Nuddea	1,481
32	28	Dacca	1,460
33	36	Bankoora	1,423
34	29	Kamroop	1,407
35	41	Jessore	1,397
36	42	Nowgong	1,378
37	13	Gya	1,295
38	38	Hooghly and Howrah ...	1,281
39	43	Patna	1,152
40	27	Julpigoree	1,146
41	33	Moorshedabad	1,089
42	49	Darjeeling	1,064
43	37	Manbhoom	1,057
44	44	Southal Pergunnahs ...	999
45	39	Furreedpore	982

Order in 1873.	Order in 1872.	Districts.	Conviction to population, 1 in
46	45	Seebsaugor	975
47	47	24-Pergunnahs	949
48	46	Durrung	680
49	48	Luckimpore	641
50	50	Cachar	340
51	51	Calcutta	307

It is remarkable that for two years in succession the 24-Pergunnahs and Calcutta are the lowest in the order of criminality of all the districts now under this Government.

Criminality amongst females.

One thousand seven hundred and seventy-seven female prisoners were admitted into the jails and lock-ups during the year, against 1,702 in the previous year—that is to say, 46 per thousand in each year; but the average number of females confined was only 36 per thousand, against 37 in 1872. These facts indicate in both years a tendency to pass lighter sentences on women than on men. The several districts display very considerable differences in the proportion of female criminals: thus, while the native population of Calcutta gives 137 per thousand, Burdwan 95 per thousand, Cuttack 93, and Hooghly 90, Pubna gave only 19, Fureedpore 14, Burrisal 12, Mymensingh 9, and Sylhet 8. Female criminality is thus shown to diminish towards the east till we come to Cachar, where, owing to the number of convictions of women and girls under the labour laws, it rises to 74 per thousand.

Children sent to jail.

Of the eight girls committed to prison under twelve years of age, two were committed at Midnapore, and one in each of the following districts:—Moorshedabad, Rajshahye, Dacca, Cachar, Cuttack, and Hazareebagh. Of the 67 boys of the same tender years, 24 were in Calcutta, 15 in Midnapore, 10 in Alipore, 4 in Patna, 3 in Moorshedabad, 2 in Rajshahye, Shahabad, and Lohardugga, and one in Beerbhoom, Hooghly, Nuddea, Maldah, and Hazareebagh. Probably in many of these cases, a gentle correction would have been more merciful and more judicious.

The increase of criminality amongst children.

The increase of crime committed by children under the age of 16 cannot fail to attract notice. In 1872 there were 327 such cases, in 1873 there were 575.

Proposed reformatory.

It is pointed out that there is reason to apprehend an increasing resort to the practice of deliberately training up young children to a life of crime, and the need of reformatories has been pressed on Government. The question of establishing a reformatory is under the consideration of the Lieutenant-Governor on the report of a committee that has recently been appointed to examine the subject. Legislation is necessary to give full effect to the measure, and funds will have to be provided for the establishment of a suitable institution.

Sentences.

With regard to sentences of imprisonment, the following table compares the sentences passed in 1872 and in 1873:—

	In 1873.	In 1872.
Sentences of one month and under ...	6,853	6,236
One month to three	7,512	9,611
Three months to six	6,737	5,753
Six months to one year	5,516	5,175
One year to three	4,652	4,754
Three years to five	692	763
Five years to ten	969	841
Above ten years	57	51
Transported for terms	79	46
Transported for life	215	261
Executed	78	61
Persons sentenced to simple imprisonment ...	1,989	3,590
„ „ rigorous imprisonment...	31,371	26,962

It is noteworthy 1,601 fewer persons were sentenced to simple imprisonment than in 1872, a result attributable to the recent alterations in the Code of Criminal Procedure, which allows sentences of rigorous imprisonment to be passed in default of security.

Crimes for which flogging was inflicted.

The crimes for which persons were punished by flogging were as follow:—

Crimes.	For first offence.	For second and subsequent offences.	Total.
Theft	2,742	362	3,104
Dishonestly receiving stolen property ...	394	31	425
Criminal house-trespass	211	54	265
Breach of trust	3	...	3
Causing hurt	13	...	13
Assault and using criminal force ...	4	...	4
False information, Section 182, Indian Penal Code	1	...	1
Supplying liquor to soldiers ...	4	1	5
Robbery	10	...	10
Offences affecting public health ...	2	1	3
Committing mischief	20	...	20
Making false charge	1	...	1
Forgery	1	...	1
Unnatural offences	2	...	2
Abetment	1	...	1
Insult	1	...	1
Criminal misappropriation of property	5	...	5
Carried over ...	3,415	449	3,864

Crimes.	For first offences.	For second and subsequent offences.	Total.
Brought forward ...	3,415	449	3,864
Rioting	3	...	3
Giving false evidence ...	2	...	2
Gambling, Act II of 1867 ...	4	...	4
Section 5 of Act VI of 1864	4	...	4
Act II of 1871	2	...	2
Section 15 of Act II of 1864	...	1	1
Total ...	3,430	450	3,880

Of the 3,880 persons flogged, 55 only were able to read and write.

Sentences of imprisonment in addition to flogging.

Three hundred and ninety-four persons were sentenced to rigorous imprisonment in addition to corporal punishment.

Prisons.

THE reforms introduced by Sir George Campbell into the jail system of Bengal have been fully described in previous administration reports, and are now being carried out in practice. Mr. Heeley, the Inspector-General of Jails, has, as before, submitted a report which displays considerable analytic power. He has also accomplished a very extensive tour of official inspection. Frequency of inspection is essential to success in jail administration; and it is creditable to the industry of the Inspector-General that his visitations should have extended to a total of 33 jails besides several lock-ups, and that, with the exception of Orissa, he should have been able personally to examine the jails in all the divisions of the Bengal Presidency.

Sanitary.

In the year under review the total number of deaths in the jails, including lock-ups, was 1,024, against 1,063 in 1872 and 759 in 1871. The death-rate was thus 4·77 per cent., or ·42 less than in the previous year. Mr. Heeley maintains that there can be no grounds for attributing the mortality in the Bengal jails to any want of attention on the part of jail officers, who are apt, he says, to sacrifice much to sanitary considerations. It is represented that where the most pains have been taken the mortality is the greatest, and that there is no prospect of improvement till the worst of the jails are replaced by new ones in healthy localities. From what the Lieutenant-Governor has himself seen, his own impression coincides with that of the Inspector-General. He regards the death-rate as not unsatisfactory in most, though not all, of the jails. The death-rate in the jails at Chumparun, Bhagulpore, Gya, Tirhoot, and Burdwan he regards as suggestive of sad considerations. Chumparun maintains the unsatisfactory position at the head of the list of unhealthy jails in these provinces. The death rate, which last year was 13·75, is returned in 1873 at 14·74, and this notwithstanding a small average number detained in it, and these only for short periods of imprisonment. In Tirhoot and Gya also the mortality has been considerable. The former, though showing improvement as compared with the preceding year, has suffered much from the scourge of dysentery, which was very fatal to the prisoners; while in the Gya Jail the death-rate has nearly doubled, being returned now at 13·71, against 7·03 in 1872. In Bhagulpore, both the central and district jails, the mortality has been considerably heavy; and here nothing can be alleged against the situation of the jails, which, as regards the central jail especially, was chiefly selected for its healthy position in the country, away from crowded bazars and an impure atmosphere. As contrasted

with last year, the jails at Julpigoree, Backergunge, and Baraset, and the Midnapore Central Jail, show a great improvement, though there is room for a great deal more in the three first named. In Moorshedabad there was a striking change for the better.

In reviewing generally the statistics of prison mortality, the Inspector-General of Jails has instituted a comparison between the death-rate prevalent in the past year in the different provinces of Lower Bengal and the North-Western Provinces and Oudh, with the following results:—

	Death-rate per hundred.
Orissa	1·36
Chota Nagpore	2·87
Bengal	3·76
Assam	5·83
Behar	8·66
Oudh	2·43
North-Western Provinces	4·40

Commission appointed to inquire into the unhealthiness of Behar jails.

The return re-establishes the conviction of past experience as regards the very remarkable contrast between Behar (bearing the reputation of an extremely healthy province) and Bengal, which, especially in its eastern districts, is considered very unhealthy. Behar jails suffer in comparison with Bengal on one side and with the districts to the north-west of it on the other. No reasonable explanation has yet been given for this difference; for, though some of the Behar jails are badly situated, the reproach does not attach to others in the same province, which yet exhibit excessive unhealthiness, and this notwitlstanding the most careful attention in recent years to sanitary considerations. The Lieutenant-Governor has therefore determined to prosecute the inquiries which Sir George Campbell had suggested for the appointment of a Commission to examine the subject, and arrangements have been made accordingly.

Jail buildings.

The carrying out of projects for improvements in many jails, and the construction of some new ones, has been deferred of late. There has been financial pressure owing to famine, and the claims of jail buildings, however important, have had to be postponed for matters of greater importance. The expenditure on jails and lock-ups by the Public Works Department in 1873 came to more than four lakhs of rupees, securing the completion of three central jails, and expensive repairs and alterations in several others.

Guards and Jail warders.

The substitution of jail warders for police guards has occupied much of the attention of the Inspector-General. The change has been effected in Darjeeling, Baraset, Purneah, and Alipore. It has been ordered in Arrah and recommended in several other jails. It is stated by the Inspector-General of Jails that it is essential to the new system that "an addition should be made to the staff of warders, more than compensated for by the diminution in the staff of police." The subject was one which had been under the consideration of the late Lieutenant-Governor, who was in favour of the entire substitution of warders

for police for the *ordinary* purposes of jail guarding. The principle, however, upon which he gave support to the proposition was that while there was a necessity of increasing the staff of regular warders, the police guards attached to the jails "should be correspondingly diminished." While the Jail Department is desirous of establishing the warder system in most jails with the object of securing increased efficiency in the internal discipline of jails at the expense of the police force employed merely as guards, the Police Department demur to the reduction of the police reserves, which supply these guards, and especially to such reductions in the higher grades.

Escapes.

The total number of escapes during the year was 146, or 67 less than in the previous year. Including prisoners who escaped in previous years, the number of recaptures was 141. The Lieutenant-Governor observes that many of these were due to the energy and success of the police. On the other hand, there is a serious catalogue of escapes attributed to their carelessness or misconduct. The attention of the Police Department has been called to the matter.

Internal discipline.

During the year the subject connected with the pay of jailors has been under consideration; and after some correspondence it has been arranged that, except in the case of the Deputy Superintendent of the Alipore Jail, the commission payable to jailors on the sale of jail manufactures should be abolished, and that the jails of the Lower Provinces being graded according to the average number in them, a progressive salary should be assigned to each grade.

Classification of prisoners.

The year under report has been characterised by the advance which has been made in the introduction of the new system of classification of convicted prisoners, with the special object of preserving from the tainting influence of jail acquaintanceships juveniles of whose reclamation there is some hope and persons not usually addicted to crime, or who have been guilty of offences not indicating any great moral obliquity. The greatest difficulty experienced in its introduction has arisen from the fact that the jails are not generally adapted for classification; yet with appliances at hand, such as they are, it is possible to do much; and in most though not all the jails which the Lieutenant-Governor has seen, the distribution of the different classes of prisoners in accordance with the rules laid down is fairly carried out in the work-sheds. Sir Richard Temple quite concurs with the Inspector-General in ruling that it can and must be done in all, and that thoroughly.

Jail rewards and the mark system.

It appears that so far the new rules regarding jail rewards and the mark system have been fairly successful. The Lieutenant-Governor fully believes in the moral effect of such a system of rewards where carefully and impartially administered, and he is glad to find, from the concurrent testimony of nearly all the superintendents of jails in these provinces, that the experience of other places in favour of the principle where the system has been in force is confirmed. When officers who have long had charge of jails in India,

and are acquainted with the difficulties of jail management, speak of the system "as thoroughly understood by the prisoners, and much appreciated by them;" "of the strong desire of prisoners to obtain remission;" "of the fining marks being an effectual punishment for smaller offences," and "of the great assistance which it gives to superintendents in making the prisoners work steadily and behave in an orderly manner," it is clear that a just application of the rules gives a power in the hands of the superintendents which must materially assist in the maintenance of discipline and the general improvement of jail administration.

Conditional remission.

As regards the subject of "conditional" remission, the abolition of which is suggested by the Inspector-General, it is understood that many Magistrates of districts, opposed to the system of any remission, as it casts upon their districts men whom they have had trouble in arresting and convicting of crimes, regard the enforcement of conditions with favour, as the only terms upon which the rules can be properly worked. The Lieutenant-Governor is not satisfied that such an opinion is tenable, and fears that the surveillance which accompanies conditional release may often be exercised with harshness.

Sir Richard Temple has in hand a project for establishing a juvenile reformatory at Howrah, near Calcutta.

Offences against prison discipline.

The number of offences against prison discipline was 26,464, against 20,026 in the present year. The Lieutenant-Governor regards this particular increase as a proof that discipline is growing stricter. He is glad to learn that the frequency of corporal punishment is diminishing. This feature is most marked in the Presidency and Beerbhoom jails. That the pettiest criminals should be kept hard at work on the oil-mill, while the worst criminals are at once placed on comparatively easy work, is obviously unreasonable, and this circumstance has unfavourably impressed the Lieutenant-Governor during his various visits. He entirely concurs in thinking that an effort should be made to impose a certain amount of penal labour on the worst classes of criminals irrespective of the length of their sentences.

Jail expenditure.

The average annual cost of a prisoner to the State during the year under review was Rs. 80-11-8, against Rs. 73-2-3 in 1872. Distributing the charges among the various departments, they stood as follows:—

	Average cost per head in 1873.	Average cost per head in 1872.	Increase.	Decrease.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Jail Department ...	52 3 8	50 11 5	1 8 3	.....
Police Department ...	9 9 9	10 3 5	.....	0 9 8
Public Works Department	18 14 3	12 3 5	6 10 10	.....
Total ...	80 11 8	73 2 3	7 9 5	0 9 8

The slight saving in the Police Department is a casual one. The substitution of warders for police guards in certain jails should result in a further decrease in the charges of this department for the current

year. The expenditure in the Public Works Department amounted to Rs. 4,04,885, or Rs. 1,54,653 in excess of the previous year.

Taking, as a whole, the charges of the Jail Department, there was an increase of expenditure amounting to Rs. 80,370, which is less by some Rs. 6,000 than the increase in the single item of rations. These cost in the past year Rs. 6,27,505, which represents an increased cost per prisoner of Rs. 1-8-10 in jails, of Rs. 2-13-4 in lock-ups. With the prices of rice and wheat averaging 14 and 19 per cent. respectively over the prices current in 1872, this was to be expected. Taking the jails all round, however, and deducting the cost of grain stored in advance for the current year, the increase in dieting charges was only Rs. 53,824. Excluding exceptional and petty jails, the Lieutenant-Governor considers the average cost in most of the rest to be fair, and indicative of good and economical administration.

Jail profits.

Comparing the cash remittances from all jails other than the Alipore Jail with the amount drawn by them on account of manufactures, the balance or cash profit to their credit was only Rs. 35,800, a sum less than in the previous year, and representing barely 10 per cent. on the cash outlay, notwithstanding the absence of any charge for labour. Considering, however, that the cash statement does not include the value of articles supplied to other jails, it is reasonable that results should not be judged by this standard alone. Deducting cash received from the total value of sales made, the balance of profits appears to be Rs. 72,100, against Rs. 61,800 in the previous year. The total outturn of prison labour shows an increase of Rs. 91,800, and amounted in all to Rs. 4,83,700. Deducting from this the total expenditure in cash and materials, the net outturn of prisoners' labour was Rs. 1,23,500. Against this, however, there is the fact that the value of manufactured goods in hand had increased at the close of the year by Rs. 41,900, and was valued in all at Rs. 1,21,200, or very little less than the final balance of profit struck after this manner. To account for this, the Inspector-General suggests that, owing to the abolition of commission, there is a want of incentive to the jailors to press sales. Schemes have already been matured for providing profitable employment in the Presidency and in the Bhagulpore jails. These will entail a very heavy initial expenditure for plant and machinery.

Profits from the Alipore Jail.

The great inducement to extend the use of machinery in the Bengal jails is the success which has attended its introduction at Alipore. The final balance of profit on the outturn, *minus* the expenditure, was here Rs. 2,55,000, against Rs. 1,81,500 in the previous year. The net profits of the press are stated to have been Rs. 1,09,858, against Rs. 1,05,904 in the previous year. The latter figures do not, however, represent cash receipts, but are merely book-earnings. Combining the results at Alipore with those in the mofussil, the total balance of profit for all jails was Rs. 3,78,500, against Rs. 2,72,400. The Lieutenant-Governor concurs in the views that profits are to be striven for, not only on their own account, but because they are an indication of steady hard-work and good discipline. Sir Richard Temple is not inclined to under-rate the importance of this test, and he thinks that it would be an

object to introduce machinery into the jails generally should the application of the test be thus rendered more complete.

The estimated earnings of prisoners on special works are shown to have amounted to Rs. 73,689-14 in all at the three central jails at Bhagulpore, Hazareebagh, and Midnapore; at Dehree they amounted to Rs. 30,383. In a separate communication the Inspector-General has shown that instead of any increased expenditure to the Government there has been a considerable saving of cost as far as the Jail Department is concerned, by the employment, on the Soane canal works, of the prisoners who were formerly at Deegha. On a comparison of the results for six years past, it appears that the net saving per head is Rs. 8-11-7.

Summary of receipts and outlay.

The following table exhibits the jail expenditure and receipts of the year in a compendious form :—

Statement showing jail expenditure and receipts for 1873.

Heads.	Jails.	Lock-ups.	Total.
EXPENDITURE.	Rs. A. P.	Rs. A. P.	Rs. A. P.
General supervision	41,679 8 8	.....	41,679 8 8
Establishment, fixed	2,41,653 14 2½	20,036 11 6	2,61,690 9 8½
Ditto, extra	6,184 3 9	.....	6,184 3 9
Rations	5,61,669 12 8½	33,352 15 0	5,95,022 11 8½
Advance for stores	32,482 11 1½	.....	32,482 11 1½
Hospital charges	26,167 11 5½	253 9 5½	26,421 4 11
Clothing	67,645 0 10	533 10 11	68,178 11 9
Contingencies	55,788 10 0	7,868 2 1½	63,656 12 1½
Petty repairs	20,218 10 10½	3,948 6 2	24,167 1 0½
Police guards	1,64,511 10 9	41,444 0 0	2,05,955 10 9
Total ...	12,18,001 14 4½	1,07,437 7 2	13,25,439 5 6½
Cost of Manufacture Department ...	5,99,398 14 11	.....	5,99,398 14 11
Grand Total ...	18,17,400 13 3½	1,07,437 7 2	19,24,838 4 5½
Receipts from sale of manufactures and value of press work ...	10,44,210 10 1½	.....	10,44,210 10 1½
Net expenditure ...	7,73,190 3 2	1,07,437 7 2	8,80,627 10 4
Cost of jail buildings in accounts of Public Works Department ...	3,91,678 0 0	13,207 0 0	4,04,885 0 0

Civil Justice.

THE usual statistical tables and returns have been furnished, and will be found in the appendix.

High Court, Original Jurisdiction.

The total number of suits coming before the High Court in its original jurisdiction during the year was 1,327, as against 1,340 in 1872. Of these 659 were decided, leaving pending 668 cases, as against 699 at the close of 1872. Although there has thus been a slight decrease in institutions, the number of cases disposed of is larger than it was last year and there is a decided increase of business since the years previous to 1872. Trade in Calcutta revived in 1872, and has not since become so slack as it was before that year.

Calcutta Court of Small Causes.

Last year's report showed a considerable increase in litigation in the Calcutta Court of Small Causes, which was attributed partly to the increased briskness in trade. In the present year this increase has not been fully sustained. The suits instituted in 1873-74 were 34,583 in number, against 34,843 in the previous year. The amount under litigation was Rs. 16,11,535-5-1, or Rs. 11,575-2-10 less than in the previous year. The decrease this year, such as it is, in the business of the Small Cause Court, is perceptible chiefly in the class of cases under ten rupees, and calls for no special remarks. The Judges of the Court point out that cases of distress for rents have fallen off by more than 50 per cent., and apprehend that difficulties have been thrown in the way of the recovery of just dues by the rulings of the High Court, which have been already specially noticed. Now that it is known, however, that tiled huts cannot be seized in the execution of decrees, it seems probable that landlords have made other arrangements to meet the difficulty and to secure themselves from loss. It is certainly not a matter for regret that they should be able to do so without an increased resort to the Courts.

Of suits instituted during the year, 5,940 were English and 25,643 Native suits. The claims made chiefly concerned goods sold and delivered, rent, wages, and money lent. Of 35,789 cases set down for hearing during the year, 11,557 were compromised, 9,242 cases only were tried out, or 765 less than the previous year. In nearly six of these cases out of seven decree was in favour of plaintiffs, who in addition gained 6,902 cases decided *ex parte*. On the other hand they lost 6,628 cases, which were struck off in default or on non-suit. Of 1,460 cases pending at the close of the year, 1,240 were not triable till the following year. The number of cases which stood adjourned was 103 less than in the previous year, and about one-half of them stood over either at the request of the parties or for arbitration.

The decrease in litigation has been accompanied by a falling off of Rs. 12,352-13, or more than 5½ per cent., on the receipts of last year. The total amount of fees realized was Rs. 2,02,865-7-0. Adding fines, refunds, and unclaimed suitors' money, the net amount credited to Government was Rs. 2,07,759-3, against an expenditure of Rs. 1,80,532-6-1. The receipts and payments on account of suitors were Rs. 3,41,187-2-3 and Rs. 3,32,970-11-10 respectively. If the amount of property under litigation is accepted as any criterion of the improved circumstances of the community, or of the appreciation of the Small Cause Court system, the increase in the business and in the receipts of the court since its first institution, more than 20 years ago, must be accepted as gratifying.

High Court, Appellate Jurisdiction.

On the appellate side the High Court sat for 251 days and disposed of 7,254 appeals and applications, leaving 3,097 pending at the end of the year. Among the appellate business disposed of, 271 cases were regular and 2,453 special appeals, while 1,211 were criminal cases; 2,772 were cases of miscellaneous orders on applications in and out of court. There is an increase in the regular, and a very large increase in the number of special appeals disposed of, but a decrease in miscellaneous orders.

Courts of the interior.

The first table below shows the totals of the various kinds of original civil suits instituted in the courts of the interior during the year 1873, while the second shows the number of cases under trial and the number disposed of by the various classes of courts.

I.—Table showing the totals of the various kinds of civil suits instituted in the courts of the interior during the year 1873.

Instituted in	Suits for money.	Under rent-law.	Other suits.	Total.
Small Cause Courts	44,662	... ...	.....	44,662
Moonsifs' „	124,870	103,037	33,954	261,861
Sub-Judges' „	3,488	630	1,756	5,874
District Judges' „	14	6	10	30
Revenue „	.....	7,738	.....	7,738
	173,034	111,411	35,720	320,165

II.—Table showing the number of cases under trial and the number disposed of by the various classes of courts in 1873:—

Classes of Courts.	Total of suits for disposal.	Total disposed of.
Small Cause Courts	46,176	43,541
Moonsifs' „	327,581	271,419
Sub-Judges' „	8,585	6,409
District Judges' „	380	241
Revenue „	11,512	7,734
	394,234	329,374

Excluding revenue courts, the outturn of the disposal of suits from the year 1869 to 1873 is as follows:—

	Regular Courts.	Small Cause Courts.	Total.
1869	132,284	39,752	172,036
1870	185,510	42,271	227,781
1871	226,293	42,527	268,820
1872	247,156	45,002	292,158
1873	285,833	43,541	329,374

It will be seen from this statement that while the business of the Small Cause Courts has increased very slightly, and last year actually receded, that of the ordinary courts has enormously increased, and in five years has more than doubled. The districts in which the work is heaviest are stated below, with the number of cases disposed of in 1872 specified against each, as that year is the latest for which detailed figures have been laid before Government:—

Business of the original Courts in 1872.

	No. of Small Cause Court cases, including cases of the Small Cause Court type decided in the ordinary Courts.	Number of rent cases.	Number of other cases.	Total.
Jessore	11,923	10,961	1,515	24,399
Dacca	14,959	6,489	1,728	23,176
Tipperah	9,472	10,106	2,150	21,728
24-Pergunnahs	9,235	7,637	1,733	18,605
Mymensingh	11,564	2,201	1,684	15,449
Chittagong	5,324	5,287	3,844	14,455
Backergunge	5,232	7,325	611	13,168
Hooghly	6,228	4,891	1,121	12,240
Rungpore	7,940	3,160	772	11,872
Nuddea	6,578	4,157	916	11,651
Midnapore	5,421	4,820	1,069	11,310
Sylhet	7,860	978	1,837	10,675
Burdwan, east	5,558	3,383	1,695	10,636
Bhagulpore	6,669	3,254	628	10,551
Dinagepore	8,021	1,649	574	10,244
Moorshedabad	5,414	2,573	580	8,567
Assam	7,124	.....	522	7,646
Rajshahye	5,025	1,888	618	7,531
Tirhoot	1,797	2,029	1,471	5,297
Cuttack	4,289	.....	925	5,214
Purneah	3,101	1,564	425	5,090
Shahabad	1,006	2,622	1,351	4,979
Burdwan, west	1,804	1,859	1,188	4,851
Beerbhoom	2,148	1,624	827	4,599
Sarun	1,718	1,686	759	4,163
Chota Nagpore	3,422	.....	537	3,959
Patna	2,086	1,284	453	3,823
Gya	937	540	509	1,986
Cachar	1,227	88	274	1,584
Cooch Behar	1,167	.....	197	1,364
Total ...	1,62,044	94,060	32,514	288,608

Increase of judicial business.

In spite of the large increase of work which now exists in nearly every district, the civil courts in the country have successfully responded to the call upon them, and, on the whole, the number of suits disposed of equals the number instituted, and arrears are not allowed to accrue. Constant efforts are made to economise strength where it is less needed, and bestow it in places where the need is greater. A considerable number of Moonsifs have been transferred accordingly, but still the pressure has been great, and in 1872 it was found urgently necessary to make an application for additional Moonsifs to be employed for a time. These were sanctioned for 1873. In 1874 it was found to be again necessary to apply for assistance, and extra Moonsifs have been again sanctioned. The sufficiency of the existing judicial establishments to meet the increase of work that is now forced upon all the lower courts is under the consideration of Government.

Business of the Appellate Courts.

The business of the appellate courts shows also, it will be seen, a corresponding increase.

Business of the Appellate Courts.

	Total number of appeals for decision.		Total number of appeals decided.	
	1872.	1873.	1872.	1873.
Sub-Judges' Courts	14,605	17,389	10,856	12,107
Collectors' "	446	593	375	486
District Judges' Courts, Civil	21,537	24,301	6,819	7,912
District Judges' Courts, Revenue ...	4,719	5,142	2,495	2,539
High Court. From original jurisdiction.	40	35	34	24
High Court. Regular from District Court	494	617	294	271
High Court. Special	2,736	4,660	1,100	2,453
Total ...	44,637	52,737	21,883	25,822

Litigation in which Government was concerned.

The total number of suits decided by the civil courts in which Government was concerned amounted during the year 1873-74 to 278, of which 187 were original cases and 91 appeals. Of the original suits 127 were decided in favour of Government and 42 against it, while 18 were compromised. Of the appeals, 59 were decided in favour of Government and 15 against it, 11 were remanded for retrial, two compromised, and four transferred to the High Court. The total number of judgments favourable to Government was 186, against 57 unfavourable to it; the percentage of the former on the total number of the judgments given being 76·54. The percentage of favourable judgments in the preceding year, 1872-73, was 78·98.

The total value of suits in which Government was concerned was Rs. 12,36,674; the value of those in which it was defendant being Rs. 9,44,775, and the value of those in which it was plaintiff being Rs. 2,91,898. In suits brought against Government, the aggregate

value of the cases dismissed amounted to Rs. 2,50,179, and the aggregate value of the cases in which decrees were obtained amounted to Rs. 2,72,109.

The value of the suits in which Government was plaintiff amounted Rs. 2,91,898, and the aggregate value of the cases in which it obtained decrees amounted to Rs. 2,54,235 only; five suits of the value of Rs. 4,108 were dismissed, and three of these cases are now under appeal.

The actual disbursements of Government during the year amounted to Rs. 48,159, against Rs. 29,356 realized, the outstanding balance due to Government at the close of the year being Rs. 4,61,352.

Court of Ward's cases.

The Court of Wards' cases conducted under Government agency were disposed of as follows :—

	Original cases.	Appeals.
Decided in favour of Court of Wards ...	559	45
Decided against Court of Wards ...	93	38
	652	83

These results also are favourable, showing a percentage of 82 cases decided in favour of the Court of Wards.

The operations of the new court fee rules, which have been prepared by the High Court and accepted by the Government of Bengal, and the nature of the examination that has been held during the year for the admission of pleaders and mookhtears, are alluded to in the chapter of this report on Criminal Justice.

Registration.

System of registration.

THE prominent feature of the year's administration has been the large extension of registration offices throughout the country, with the development of the arrangements laid down for the establishment of such offices under the orders of Sir George Campbell. In its original constitution, the Registration Department was presided over by a Director-General, with sub-registrars on fixed salaries, in different localities, under the control of the Magistrate and Collector as the Registrar of the district. The salaries of the sub-registrars were fixed at the sum of Rs. 200 per mensem, which was found sufficient to secure men for the duties, with ministerial establishments also paid from the general revenues. Under the circumstances, the increase of registration offices was left to the slow progress dependent upon the resources available from the general funds at the disposal of Government, aided by such surplus as the Registration Department could itself show, from year to year, on the working of the few offices which it was possible to maintain.

The Kazi system of registration, which, in many instances, possessed no great practical value at any time, had been abolished by law a few years previously. It was recognised, however, by the Government, that ineffective as the system had been, the attestation of records by particular Kazis, known to be men of position and probity, carried weight with the Mahomedan community; and the abolition of such offices had created a need which it was incumbent upon the Government to supply to meet the legitimate wants of the country. It was in these circumstances that the consideration was pressed upon Government of making some arrangements for a much more extended system of registration of deeds than was possible under the rules which then existed, and the plan was adopted of creating a system of rural registry offices, to be presided over by native officers retired from the public service, and non-official gentlemen of education and respectability, residents of the places where registration offices were to be established. It was anticipated that for the comparatively light work of rural registry offices, a competent agency could be obtained whose services might be remunerated from a percentage of the fees realized on registration of documents, and the last year's report showed 23 such offices established and in good working order. The extension of the system during the year under review has been rapid and general; and the arrangements made have been attended with success

Increase of registration offices.

The results, up to the end of March 1874, are the establishment of 53 new rural offices in different parts of Bengal, and to these 49 others have since been added; while, on comparing the work done in

1870, before rural offices were established on any efficient footing, with the work of the past year, it is found that the sum of the monthly averages of registrations in rural offices was 4,646 in 1870, against 8,524 in 1874, giving an increase of 83·4 per cent. In Jessore —a metropolitan district—where the difficulties of creating offices and finding agents were much less than in backward districts away from the capital, the extension of offices and increase of registrations has been most marked: "more than quadrupling the operations of the Department in a single year;" and it may be fully accepted that throughout these provinces the work done has met a very urgent want, and—so far as it has gone—with success. Such is the testimony of a large majority of the district officers under whom the system has been tried. They mention the confidence of the people in the offices; the beneficial results to the public, especially in developing the habit of registration; the anxiety of the rural registrars to discharge their duties with honesty and diligence, and the success which, with occasional mistakes to be expected in a new experiment, has attended their efforts. It is satisfactory also to find that the incomes of the new offices have generally been larger than anticipated, and that the main difficulty of a failure of competent officers, which threatened the introduction of the scheme, has not been experienced. With increasing resources there is every prospect that a better class of rural registrars and more effective establishments will be secured.

General results.

The general results of the operations of the Department for the year show an increase of 49,289 registrations (or 17·66 per cent.), raising the total number to 328,369, as compared with 279,080 in 1872-73. Of this year's registrations, 203,565 have been compulsory, and 124,804 optional. The following summary, abstracted from the figured statements which accompany the report, gives the extent of registrations in the principal classes of documents for the two years:—

		1872-73.	1873-74.
	Compulsory.		
Registration affecting immovable property.	Instruments of sale, mortage, &c., of immovable property of value Rs. 100 and upwards ...	54,125	60,825
	Perpetual leases	54,926	66,398
	Other leases under Section 17, Clause 4 ...	64,944	76,192
	Optional.		
	Instruments of sale of immovable property of value less than Rs. 100	59,708	70,556
	Leases for one year or less	1,476	1,786
	Miscellaneous documents	5,678	6,800
	Total compulsory registrations affecting immovable property	174,788	203,519
	Total optional ditto ditto	67,130	79,409
	Total registrations affecting immovable property	241,918	282,928
Registration other than that affecting immovable property.	Obligations for payment of money	24,969	29,707
	All other registrations	8,625	11,657
	Total of above ...	33,594	41,364
	Number of wills registered	1,209	1,368

The increase is apparent under every head of registration relating to the principal classes of instruments.

Cause of increase.

In reviewing the causes of this general extension of the work, it is impossible to overlook the fact that the year has been an exceptional one; and that during six months of it, that is, from November to April, the prevailing scarcity has affected results. Notwithstanding the divergence of opinion of local officers upon this point, the fact is clearly seen from the tables submitted that the distressed districts show comparatively a very large increase in registrations of deeds of sale and mortgage, especially in Behar; and the natural deduction is, that where famine pressed with greater severity, there persons having rights in transferable immovable property, pledged them or sold them to avoid the consequences of the distress, and to enable them to meet the demands for the payment of their rent. At the same time there were other causes influencing the operations of the Department: and it is quite apparent that with the greater facilities for registration which the expansion of the rural registries has given; the growing confidence of the people in the benefits of the system, as a protection against fraud and a security against accidents; and perhaps more than all, the increase in the value of land, and the eager desire to become possessed of landed property, have all had their effect in promoting registration.

Progress of subinfeudation.

The increasing number of perpetual leases marking the continued progress of subinfeudation, especially in the eastern districts of Tipperah, Chittagong, and Backergunge, is again very remarkable. In Chittagong it is shown that the tenures which have been thus created during the last five years amount to no less than 63,410. The large and important district of Backergunge shows nearly similar results; and though the statement made, that the growing value of the cultivation of the betel and cocoanut, prevalent in these tracts, tends to permanency of tenure, without which the cultivator will not invest his labour in the soil, may be a partial explanation of the fact, it is more reasonable to assume that the agricultural population of these parts have thriven upon a succession of rich harvests and the high prices obtainable for their produce, and invest their capital in the land. As regards ordinary leases, it is a gratifying feature in the report that the number of registrations under this head is on the increase; and that there are indications in several districts that tenants generally are becoming more and more sensible of the advantages of formally attested agreements.

Financial results.

The financial results of the year show an income of Rs. 4,82,509, as against Rs. 4,35,319, an increase of Rs. 47,190, or 10·8 per cent The total expenditure, excluding cost of printing and stationery, which comes to Rs. 18,241, is Rs. 3,29,430, as against Rs. 3,04,782 in 1872-73. Deducting public work charges, which have not been heavy, the actual saving to Government has amounted to Rs. 1,34,838.

Municipal Administration.

MUNICIPALITIES IN THE INTERIOR.

At pages 162-166 of last year's report, a full account was given of the Municipal Acts in force in the Lower Provinces, and of the nature of the taxation permitted by them respectively. In August 1873 the Bengal Council passed an Act to make further provision for lighting the town of Howrah with gas, by imposing a rate for the purpose; and effect was given to its provisions from the 1st January last.

Number of municipalities.

The number of municipalities of each class at work during the year was as follows:—

Act XXVI of 1850	...	...	...	1
„ XX of 1856	...	...	...	69
„ III of 1864	...	...	...	25
„ VI of 1868	...	...	...	92

Constitution of the Committees.

The constitution of the town committees and punchayets under the various Acts was as follows:—

	Officials.	Non-officials.	Europeans.	Natives.
Act III of 1864	192	243	185	250
„ VI of 1868	261	660	165	756
„ XX of 1856	13	185	10	188
„ XXVI of 1850	1	7	7	1

These figures show that in municipalities of all classes, as a whole, the non-official and native members in the committees largely exceed in number the officials and Europeans.

Election of Commissioners at Serampore.

It was stated in last year's report that it had been determined to take advantage of the provisions of Act II (B.C.) of 1873 in order to introduce the elective system into Serampore, and the rules devised for the purpose were described. These provided for an increase in the number of commissioners from 14 to 18, of whom three should be nominated by Government, and 15 elected by the rate-payers. The first election was held on the 21st December 1873, and excited considerable interest in the town. Several of the

leading members of native society took an active share in carrying out the necessary arrangements. The nominations made were generally satisfactory; in three instances only were they declined. Of 5,569 persons entitled to a vote, 1,793 came to the poll. Of these, 112 were women. All the successful candidates are gentlemen who take an active and personal interest in the affairs of the municipality. Their attendance at the meetings has been regular, and by the assistance they have given in the administration, they have fairly justified the choice of the electors. The Lieutenant-Governor has since agreed to the extension of the elective system to Krishnaghur, the principal town of the Nuddea district.

Municipal year.

Effect was given in the course of the year to the provisions of Act II (B.C.) of 1873, enabling Government to fix the date of the commencement of the municipal year for the sake of convenience in keeping the public accounts; and it was determined that in future, in the case of all municipalities, the year should commence on the 1st April and end on the 31st March.

Income.

The receipts of the various municipalities during the past year, classed under the various heads, were as follows:—

	Act III (B.C.) of 1864.		Towns under Act VI (B.C.) of 1868.	Chowkidari Unions under Act XX of 1856.	Towns under Act XXVI of 1850.	Total.
	Suburbs of Calcutta and Howrah.	Towns in the interior.				
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Rate upon owners according to the yearly value of houses and lands owned in the town.	3,56,389	3,58,182	.....	.....	.....	7,14,571
Tax upon occupiers of holdings within the town according to their circumstances and their property to be protected.	.....	.....	3,92,983	1,03,126	14,390	5,10,499
Tax upon carriages, carts, horses, and elephants.	29,646	30,219	.....	178	551	60,594
Fines and fees	9,114	7,680	1,310	516	69	18,669
Pounds, ferries, and tolls	16,117	1,15,317	7,122	4,403	236	1,43,195
Rent of houses, gardens, and markets belonging to municipalities.	2,047	26,615	5,412	4,613	6	38,693
Other sources, including grants from provincial funds.	1,13,204	98,208	42,256	3,265	389	2,57,322
Total ...	5,26,517	6,36,201	4,49,083	1,16,101	15,641	17,43,543

The total income of all municipalities was Rs. 17,43,543, against Rs. 17,70,505 in 1872-73.

Expenditure.

The following table shews the various heads under which expenditure was incurred in the municipalities of various classes respectively :—

	Municipalities under Act III.			Towns under Act II (B.C.) of 1868.	Chowkidari Unions.	Town under Act XXVI of 1850.	Total.
	Suburbs of Calcutta and Howrah.	Municipalities in the interior.	Total.				
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Establishment	67,501	71,051	1,38,552	57,425	14,917	1,970	2,12,864
Police	1,10,895	1,73,718	2,84,613	2,07,920	63,344	3,018	5,58,895
Conservancy	99,207	1,06,268	2,05,475	44,740	11,158	3,741	2,65,114
Roads	1,09,545	1,67,194	2,76,739	1,28,702	39,988	11,940	4,57,369
Buildings	.....	16,039	16,039	7,756	320	802	24,917
Works of public utility ...	39,033	47,853	86,896	21,735	5,090	4,424	1,18,145
Miscellaneous and contingent charges.	40,063	36,243	76,306	22,176	2,884	1,612	1,02,978
Total ...	4,66,249	6,18,371	10,84,620	4,90,454	1,37,701	27,507	17,40,282

The result of the figures on the whole is to show that while the sum at the disposal of the municipalities in the year under review was, including the balance in hand, less than that in the previous year by Rs. 41,126, the expenditure incurred by them fell short of that in the previous year by Rs. 49,413.

Calcutta Municipality. Finance.

The total amount at the disposal of the Calcutta Municipality in 1873 was as follows :—

	Rs.	A.	P.
Cash balances	7,11,902	12	9
Extraordinary income	12,95,924	9	7
Ordinary income	24,98,300	11	1
Grand Total ...	45,06,128	1	5

Income.

The chief sources of the ordinary income of the municipality are the rates levied on house and landed property on account of police, water, lighting, and municipal expenditure generally. The total demand for the year on account of these was Rs. 19,02,863. Of this, Rs. 17,84,813 were realized, Rs. 76,115 were remitted or refunded, and Rs. 41,935 were left for realization in 1874. The receipts on account of licenses on trades, professions, and callings, amounted to Rs. 2,53,176; and those from taxes on houses, carriages, and carts, to Rs. 1,55,414. The remainder of the ordinary receipts consist of process-fees, rents, conservancy, slaughter-house, and tramway receipts, &c.

Expenditure.

The ordinary expenditure of the year is stated to have been as follows:—

	Rs.	A.	P.
Interest on debenture loans and loans from Government for extension of drainage and water-supply, including sinking fund	6,50,473	13	9
General expenditure, including commission on collections, establishments, and contingencies, &c....	3,27,959	6	9
Office rent and other rent charges	17,625	2	3
Conservancy, including Hastings	1,34,168	12	6
Roads, ditto ditto	2,45,779	1	4
Lighting, ditto ditto	2,26,285	15	7
Police	2,73,074	0	0
Water-supply	2,06,482	3	8
Street-watering	34,856	5	7
New drainage, working, pumping, &c., &c.	63,840	11	4
Hospitals and Vaccination	64,131	6	11
Maintenance and working the municipal railway ...	32,128	4	11
Working the slaughter-house	11,196	4	10
Completion of and working the tramway	79,798	4	10
Jute ware-house and fire-brigade establishment ...	21,064	3	5
Law expenses	10,591	14	9
Miscellaneous	8,469	10	10
Store and Suspense Account	1,11,507	3	11
Total ...	25,19,432	15	2

Capital Account expenditure.

	Rs.	A.	P.
Drainage works executed by Messrs. Burn and Co. ...	1,89,803	13	2
Ditto by Department	5,80,214	2	0
Cost of land for new road at Ballakhana	1,51,312	8	0
Water-supply extension	3,16,129	3	11
Municipal Market	87,034	5	3
Office building	1,08,549	9	9
Market Suspense Account	15,079	8	0
Total ...	14,48,123	2	1

This brings up the aggregate revenue and capital accounts expenditure to Rs. 39,67,556-1-3. Deducting the total expenditure from the total receipts of both revenue and capital accounts, there remained, at the close of the year under review, a balance of Rs. 5,38,572-0-2 at the disposal of the Justices, as shown in the margin.

	Rs.	A.	P.
Total receipts ...	45,06,128	1	5
„ expenditure ...	39,67,556	1	3
Total balance ...	5,38,572	0	2

Loans during 1873.

The loans drawn by the municipality during the year 1873 were as follows:—

	Rs.
For Drainage	8,00,000
Water-supply	1,41,000
Municipal office	1,30,000
Total ...	10,70,000

Municipal market.

It was stated in last year's report that up to the end of 1873 the Justices had borrowed, or arranged to borrow, within Rs. 39,758 of the maximum limit allowed by law. At the close of the year, however, complications arose in connection with the construction and maintenance of the new municipal market; doubts were raised as to the power of the Justices to spend money from their revenues for the purpose; and it was found that in order to give the new market a fair chance of success, it would be necessary for the Justices to acquire the existing Dhurrumtollah market. To meet these difficulties, a short Act was passed by the Bengal Legislative Council in the early part of 1874, giving the requisite powers to the Justices, and authorizing them to borrow a sum not exceeding seven lakhs in excess of the amount sanctioned by previous enactments. The building of the new market had made considerable progress at the close of 1873, and at the beginning of the new year the southern block was completed and opened to the public.

Drainage works.

The drainage works in the northern portion of the town are progressing rapidly. All the main drains, it is expected, will be completed before the close of 1875. The construction of the minor drains must be deferred till the Justices are in a position to complete the great work they have undertaken. The works which were undertaken to drain thoroughly a considerable area round the Medical College Hospital have been completed, and the contribution of Rs. 50,000 promised by Government has been paid. Of the 112 miles of 1st, 2nd, and 3rd class sewers included in the complete scheme for draining the town, 53 miles have now been completed. The number of houses connected with the sewers is now 3,201.

Water-supply.

The Chandpal Ghât scheme, which was intended, by providing water direct from the river for the purpose of street-watering, to diminish the quantity of filtered water used for this purpose, has been carried out; but without much benefit to the inhabitants of the town, whose supply of water has hitherto been short, as it is found that the more water supplied, the more waste there is; and it is therefore impossible to keep up the pressure necessary to supply high elevations. In May, the hottest month of the year, the average daily consumption of water has risen from about four million of gallons in 1870 to about seven and a quarter millions in 1873. At the close of 1873 the total number of houses connected with the works was 7,160. Unless the attempt to maintain the constant supply system be abandoned, it is anticipated that very shortly it will become necessary largely to extend the works at Pultah and to provide a second main from Pultah to Tallah.

Municipal offices.

These offices have now been completed and occupied. Their total cost, including the price of the land on which they are built, was Rs. 1,91,060.

Tramway.

The tramway which was opened in February 1873, from Sealdah Station to Dalhousie Square, proved a failure, and was offered by the Corporation for sale.

Pauper hospital.

The Sealdah market building, which was converted by the Justices into a pauper hospital at a cost of Rs. 20,000, was in the course of the year made over by them to the management of Government with a view to its being used for the purposes of clinical instruction in connection with the Campbell School of Medicine, which has been instituted for the instruction of natives in medicine through the medium of the vernacular. The contribution of the Justices to the expenses of the hospital is for the present limited to an annual sum of Rs. 30,000.

Consolidation and amendment of Calcutta Municipal Acts.

During the last nine years that Act VI of 1863 has been in force, many defects, detected from time to time, have been detected and remedied by special legislation. There are now fourteen Acts by which the municipal government of the town is regulated. The provisions of these are not all quite consistent. Difficulties consequently arise in their interpretation, which sometimes occasion embarrassment. Mr. Hogg has, therefore, obtained leave to introduce into the Bengal Legislative Council a consolidating Act, in connection with which some amendments of the law will also be proposed.

MUNICIPAL REVENUES.

The total municipal income of the various classes of municipalities of Bengal during the year 1873-74 was as follows :—

	Rs.
Calcutta	24,98,301
Suburbs of Calcutta and Howrah	5,26,517
Municipalities in the interior under Act III of 1864	6,36,201
Municipalities under Act VI of 1868, with one under Act XXVI of 1850	4,64,724
Towns and Unions under Act XX of 1856 ...	1,16,101
Total ...	42,41,844

In this are included the small loans and grants received by municipalities in the interior, but not the receipts of the Calcutta Municipality classed as extraordinary, which amounted to Rs. 12,95,925.

The following statement shows the amount and sources of the income of all municipalities, except Calcutta proper, during 1873-74 :—

	Rs.
Rate upon owners, according to the yearly value of houses and lands owned in the town ...	7,14,571
Tax upon occupiers of holdings within the town, according to their circumstances and their property to be protected	5,10,499
Tax upon carriages, carts, horses, and elephants	60,594
Fines and fees	18,669
Pounds, ferries, and tolls	1,43,195
Rents of houses, gardens, and markets belonging to municipalities	38,693
Other sources, including grants from provincial funds	2,57,322
Total ...	17,43,543

The receipts of the Calcutta Municipality during 1873 were as follows :—

	Rs.
House rate	8,83,307
Lighting rate	2,07,401
Police rate	2,43,891
Water rate and sale of water	4,88,429
Licenses on professions, trades, &c.	2,52,434
„ for carriages and horses	1,07,224
Registration of carts and hackries	48,191
Notices of demand, warrant fees, and fines ...	40,352
Fees from other sources	41,996
Rents	55,052
Conservancy receipts	35,079
Slaughter-house	31,297
Tramway	8,049
Government contribution to census	10,834
Jute warehouses	15,343
Contribution of suburbs to Fire-brigade ...	16,333
Miscellaneous	13,089
Total ...	24,98,301

To this may be added extraordinary receipts, as follows :—

	Rs.
Loan from Government for extension of drainage	8,00,000
Contribution from Government for drainage of Medical College area	50,000
Loan from Government for extension of water-supply	1,41,000
Ditto ditto construction of Municipal office ...	1,30,000
Miscellaneous	74,784
Suspense account	1,00,141
Total ...	12,95,925

At pages 365-7 of last year's report full details were given regarding the comparative incidence of municipal taxation in Lower Bengal and in other provinces of India. For the year under review the incidence of taxation in Calcutta proper and the other towns of which the metropolis is composed was as follows :—

	Population.	Total taxation.	Incidence of taxation per head of population.
		Rs.	Rs. A. P.
Calcutta proper ...	447,601	22,62,552	5 0 10
Suburban Municipality ...	257,149	2,58,507	1 0 1
Howrah	97,784	1,27,528	1 4 10
North Suburban Town ...	27,262	11,889	0 6 11
South Suburban Town ...	62,632	19,325	0 4 11
Total for Calcutta ...	892,428	26,79,801	3 0 0

Excluding Calcutta and the adjoining towns, the incidence of taxation in the municipalities of the several classes in the interior was as follows :—

	Population.	Incidence of taxation proper per head of population.			Incidence of total municipal income per head of population.		
		Rs.	A.	P.	Rs.	A.	P.
Towns under Act III of 1864 ...	942,259	0	6	7	0	10	9
Towns under Act VI of 1868, with one under Act XXVI of 1850	1,105,490	0	5	5	0	6	2
Towns and Unions under Act XX of 1856	435,686	0	3	6	0	4	3
Total ...	2,483,535	0	5	7	0	7	7

Marine.

Vessels of the Bengal Marine.

The number of vessels belonging to the Bengal Marine during the year 1873-74 was as follows:—

Sea-going steamers	4
Sea-going brigs and other vessels...	1
Hulks	1
Pilot-brigs, survey-vessels, light-ships, buoy-vessels, reserve pilot-vessels, boats, &c.	37
River-going steamers...	8
Ditto flats	5

The value of the work done by the inland steamers and flats during the year is estimated at Rs. 6,95,025, while their maintenance involved a charge of Rs. 2,62,044. The number of pilot and light-vessels is the same as last year, viz. eleven. Of these all except two are in good condition and repair. The subject of improving the River Survey Department by the introduction of steam-vessels and improved machinery, which was noticed in last year's report, is still under the consideration of the Government of India.

Working of the Shipping Acts.

The proposals alluded to at page 179 of last year's report for revising the scales of diet for native seamen, and the other measures connected therewith, have since received the sanction of the Government of India.

Merchant Shipping Bill.

The question of the advisability of altering Section 100 of Act I of 1859 has become somewhat enlarged during its discussion. A Bill is now before the Council of the Governor-General for repealing that and the two following sections of this Act, as well as the whole of Act XV of 1863; for consolidating and amending the law with regard to collisions and other casualties affecting ships; and for defining the procedure to be adopted in future in inquiring into such cases.

The general question of the amendment of the Merchant Shipping Acts has been more or less under discussion since 1864, but has been delayed pending the amendment and consolidation of the English Shipping Law by Parliament. The Government of India has, however, recently proposed to take up such points as press for immediate legislation, and this Government has submitted the following, among others, as those which most urgently require settlement, viz.—

(1.) To give the Shipping-Master power to insist on a proper supply to ships of boats, lights, and other marine stores. (2) To compel every ship to carry properly certificated officers. (3) To authorise Shipping-Masters to refuse discharges. (4) That some part of a deserter's

wages should be liable to attachment in order to meet the expense of sending him home after imprisonment. (5) That provision be made for compelling vessels to take distressed seamen from one Indian port to another. (6) To give to local Governments the power of stopping colliding vessels.

In 1868 the then Lieutenant-Governor, Sir William Grey, invited the special attention of the Government of India to a proposal of the Marine authorities to provide for the recognition by the Board of Trade of certificates of competency granted to Engineers, Masters, and Mates, at either of the three Presidency Ports of Calcutta, Madras, or Bombay. No action was taken on this representation, owing, it seems, to the question of the amendment of the English Merchant Shipping Acts not having been brought forward for the consideration of Parliament. As the hardship inflicted by this refusal seemed very considerable, especially in the case of Engineers, the matter was again brought to the notice of the Government of India. The result is that the Board of Trade have now promised to recognise the certificates granted in this country, provided that the conditions laid down in their own rules shall be duly complied with. The question is still under consideration, but will, it is hoped, be very shortly settled.

Native Passengers' Act.

A Bill for amending the Native Passengers' Act has been under discussion during the year, and the Government of Bengal has, among other points, urged the necessity of compelling Masters of ships, under a penalty, to afford full facilities for inspection of ships; of making a medical inspection of all vessels carrying pilgrims or passengers to the Red Sea or Persian Gulf, or bringing passengers from those places, before the departure of the vessel or the landing of the pilgrims; of reporting any deaths occurring among the passengers by any vessel; of surveying vessels before cargo is taken on board; and of providing better sanitary and medical arrangements.

The Pilot Service.

On the 31st of March 1874 there were 64 Government Pilots on the list. Of these 52 were running, 3 were in command of pilot-brigs, one in command of a steam-tug, 4 were on leave, 2 were under suspension, and 2 were on detached duty. Of the 29 Pilots (22 Masters and 7 Mates) and 8 leadsmen on the Licensed list, 32 were running, one was in command of a steam-tug, 2 were in charge of steamers, and 2 were on leave. There were no admissions to the Pilot Service during 1873-74.

The work performed by each class of Pilot during the last two years is shown below:—

	1873-74.	1872-73.
Each Branch Pilot	36 ships per annum.	36 ships per annum.
„ Brevet Branch Pilot ...	41 „ „	25 „ „
„ Master	22 „ „	18 „ „
„ Mate	25 „ „	20 „ „

This shows that the earnings of each grade have considerably increased except those of the Branch Pilots, which have remained stationary.

Mention was made at page 179 of last year's report of the sanction given by the Government of India to the proposals of this Government for reducing the strength of the Pilot Service. On receipt of this sanction a notification was issued to the members of it, inviting them to

submit applications for retirement, and intimating the nature of the changes which were contemplated.

In accordance with the recommendations of the committee appointed to consider the subject, orders were issued to reduce the pilotage charges on ships by 15 per cent.; to abolish the grades of Brevet Branch and Junior Mate Pilots; and to divide the Pilot Service into the following three grades of the maximum strength, and to allot them ships of the tonnage shown opposite each:—

	No.	Tonnage.
Branch pilots	12	... 1,300 tons and over.
Masters	34	... 800 „ to 1,300.
Mates	24	... 800 „ and under.
Total ...	70	

Promotion to the higher grades is, in future, to be given only on the occurrence of vacancies, permanent or temporary, and not, as before, after a certain period of service. The command of the pilot brigs is now confined to the senior officers of the grade of Branch Pilot, and it is compulsory on the whole of this grade to take command when ordered to do so.

In the amalgamated list of Pilots the names of the licensed Pilots will stand according to their entry into the service and not, as before, according to the date on which they qualified as Masters.

The scheme for the reduction of the number of running Pilots to 70 has been almost entirely carried out during the year at a cost of £22,485, being less by £515 than the sum sanctioned for this purpose by the Government of India. Eighteen Pilots have voluntarily retired, four have been compelled to retire for the benefit of the public service, and one application is still pending. Exclusive of the number specified above, there still remain 56 Service and 21 Licensed Pilots: in all 77. The reduction to 70 is to be made by not filling up vacancies as they occur, and the number of vessels employed as pilot brigs has been reduced since the close of the year to three.

The following statement shows the number of steamers and sailing vesssls which entered and left the Port of Calcutta in each of the years 1871-72 to 1873-74. The statement shows a continued increase in the number of the former, and a decrease in the number of the latter:—

Arrivals.	No.	Tons.	Departures.	No.	Tons.
1871-72.			1871-72		
Sailing vessels	658	704,661	Sailing vessels	637	672,257
Steamers	301	294,953	Steamers	293	285,266
Total ...	959	999,614	Total ...	930	957,523
1872-73.			1872-73.		
Sailing vessels	608	621,637	Sailing vessels	631	643,022
Steamers	340	528,011	Steamers	323	490,605
Total ...	948	1,149,648	Total ...	954	1,133,627
1873-74.			1873-74.		
Sailing vessels	552	566,867	Sailing vessels... ...	516	547,040
Steamers	429	653,682	Steamers	430	669,858
Total ...	981	1,220,549	Total ...	946	1,216,898

Groundings.

There were 68 cases of grounding during the year as compared with 62 last year. In 67 cases no damage whatever was done, and in the remaining case the vessel only became slightly leaky. Inquiries made into 65 of these cases showed the cause to be unavoidable or accidental in 47 cases, and due to error of judgment, inattention, or carelessness in the remaining 18.

Collisions.

There were 10 cases of collisions, or three more than last year. In four cases there were no damages; in four only slight, and in the other two more or less serious damage was done. Seven cases were accidental or unavoidable; in two cases inquired into, one Pilot was suspended for four months and one censured. There has only been one trial during the year under Act XII of 1859.

Channels of the Hooghly.

The channels of the Hooghly are reported to be in a very satisfactory state, with the exception of Thornhill's Channel, which has considerably deteriorated, and Nynan, which is still very changeable. The shoals at the James and Mary's, Royapore and Moyapore, have on the whole been in better condition than last year, and no serious obstruction to the navigation of the river has taken place.

Survey of steam vessels.

The total number of certificates granted was 132, being 17 in excess of the number granted last year; and with the exception of 4, the whole were severally for periods of six months.

Registration of vessels under the Merchant Shipping Acts.

Under the Act of 1854 there were seven vessels registered, and under Act X of 1841 one vessel was sold to foreigners.

Light-houses, houses of refuge, and dockyard.

The light-houses and houses of refuge are reported to be in good order. The Dockyard Department has been busily engaged during the latter part of the year in putting together, building, and fitting steamers and barges for use in famine relief operations.

Calcutta Port Trust.

The Port Commissioners continue to conduct the affairs of the Port of Calcutta with the energy and success which has hitherto characterised their management. The Calcutta Chamber of Commerce has recorded the following opinion regarding their work and services, in which the Lieutenant-Governor fully concurs:—

"The Commissioners commenced operations in October 1870, and from that time to the present the duties devolved upon them have been discharged in a manner which entitles them to the most unqualified expression of satisfaction on the part of the commercial public. Whatever they have undertaken has been done promptly and with the utmost efficiency."

Finances of the port.

The financial position of the Commissioners at the close of the year under review may be briefly stated as follows:—

The total expenditure on new works during the year has been Rs. 12,67,301; of this, Rs. 1,92,661 were spent in completing the

works at the jetties, previously sanctioned for the import trade, and Rs. 3,85,316 in the construction of new sheds for the accommodation of the export trade of the port, making a total of Rs. 5,77,977 in extending the accommodation for sea-going vessels. Rs. 5,10,998 have been expended in improving the accommodation for country vessels and cargo-boats, the construction of godowns at the Inland Vessels Wharf, and extending the wharf from Aheereetollah Ghât to the northern boundary of the port; and Rs. 1,78,326 on account of the new dredger and improved appliances for the port proper.

The total expenditure to date on new works, including the amount spent by Government previous to the transfer of the port to the Commissioners, is shown in the margin.

	Rs.
On jetties and wharves ...	34,83,473
On moorings and Port appliances	18,90,146
Total ...	53,73,619
To which should be added the amount invested in Government Securities on account of reserve fund and depreciation account	4,29,775
Total ...	58,03,394

To meet this the Commissioners have borrowed from Government Rs. 41,15,000, but out of this Rs. 1,13,768 were repaid during the year under review, leaving the total amount of debt for which the trust was liable on the 1st of April 1874 at Rs. 40,01,232. Of this Rs. 17,65,000, the capital debt of the port, is a book debt, on which interest alone is payable; the balance, Rs. 22,36,232, has to be repaid within 30 years under the rules of the new Public Works Loan Act. The difference between the total expenditure on works and Reserve Fund and the loan received from Government, amounting to Rs. 18,02,162, has been met from net revenue.

The income and expenditure for the past two years has been—

Income.

	1872-73. Rs.	1873-74. Rs.
Jetties	4,09,440	4,21,774
Inland Wharves ...	2,01,834	2,16,755
Port Proper	5,43,020	4,26,974
Strand Bank land ...	79,118	81,590
Total ...	12,33,412	11,47,093

Expenditure.

	1872-73. Rs.	1873-74. Rs.
Jetties	2,43,911	2,68,413
Inland Wharves ...	68,381	65,646
Port Proper	3,95,168	3,85,477
Strand Bank Land ...	23,725	63,064
Total ...	7,31,185	7,82,600

The net income is thus Rs. 3,64,493 in 1873-74, against Rs. 5,02,227 in 1872-73, showing a falling off to the amount of Rs. 1,37,734. The number and tonnage of vessels discharging at the jetties have both declined, owing probably to the large number of vessels bringing Government rice, which unloaded chiefly by boats. There has been a reduction also in the scale of charges. These are the two chief causes of the decrease of income mentioned above.

Progress of works.

The connection of the seven jetty heads, so as to form a continuous wharf, was completed in December, and ships are now able to discharge with much greater despatch than formerly. Five new export sheds with retaining walls have been constructed during the year, and two other sheds were well advanced at its close. There are now seven sheds in

all, covering an area of 184,138 square feet. Armstrong hydraulic cranes have been set up, and have been steadily and successfully working since the commencement of March 1874. To prevent silting at the jetties a dredger has been procured from England, and is now at work. The whole of the embankments necessary to complete the line of road and wharf between Armenian Ghât Railway Station and Aheereetollah Ghât were completed during the year, and considerable progress has been made in taking up land for the new road and Inland Vessels Wharf between Aheereetollah Ghât and the northern boundary of the Port. The floating pontoon referred to in last year's report has been finished and moored in position, and good progress has been made in the construction of a wharf to facilitate the landing of timber.

Jute godowns.

In furtherance of the original intention of the Commissioners to utilise some portions of the Strand Bank lands for the construction of buildings suitable for the accommodation of the jute trade of the Port, the first building of this kind has now been completed.

IV.—PRODUCTION AND DISTRIBUTION.

Weather and Crops.

Rainfall.

DURING three consecutive years the weather in Bengal has been abnormal. In 1871 the rainfall was excessive, but the crops were nevertheless very good. In the year 1872, on the other hand, the rainfall was deficient, but it was happily distributed in time and place, and the crops were good.

The year 1873 was, however, again dry, and dry almost beyond precedent. Not only was the rainfall deficient, but what rain there was, was unfortunately distributed. The hilly country south of the Ganges, along its whole line, had more than an average rainfall; indeed, so heavy were the rains at one time in this part of the country, that the early harvest was much damaged by excess of rain. Even in Patna and Gya the early rain crop suffered heavily from rain and floods, which came at an unfortunate time. To the north of the Ganges, on the contrary, and over almost the whole of Bengal, the rain was far below the average. The annexed table will show the average rainfall of the principal stations in Bengal so far as it can be ascertained, and the actual rainfall of 1873 :—

Comparative statement showing the average rainfall and the rainfall of 1873 *in the principal stations of Bengal.*

	Average rainfall.	Rainfall of 1873.
Burdwan	59·11	58·67
Raneegunge	54·69	44·84
Bankoora	52·57	47·34
Beerbhoom	51·54	53·45
Midnapore	62·28	44·82
Contai	74·44	53·11
Saugor Island	82·29	42·54
Calcutta	66·04	45·27
Krishnaghur	56·93	46·80
Jessore	66·41	45·25
Berhampore	54·99	31·51

	Average rainfall.	Rainfall of 1873.
Dinagepore	84·59	43·53
Maldah	53·88	27·26
Bauleah	61·71	32·14
Rungpore	88·19	44·64
Bogra	88·41	37·13
Darjeeling	124·95	77·16
Dacca	74·43	59·24
Fureedpore	75·83	50·57
Mymensingh	103·05	62·00
Sylhet	154·31	126·79
Silchar	119·72	103·36
Chittagong	105·79	86·39
Noakholly	101·70	118·90
Tipperah	93·50	73·49
Patna	37·61	30·54
Gya	43·02	35·37
Arrah	48·93	37·80
Mozufferpore	44·47	29·06
Chupra	37·87	33·88
Chumparun	45·69	41·24
Monghyr	40·04	37·72
Bhagulpore	48·63	28·92
Rajmehal	50·39	24·28
Cuttack	54·25	38·61
False Point	74·65	61·60
Pooree	55·55	57·72
Balasore	67·30	48·35
Hazareebagh	50·37	59·14
Ranchee	43·29	49·95
Purulia	44·64	42·00
Goalpara	98·75	68·33
Tezpore	76·82	65·89
Nowgong	87·52	70·61
Seebsaugor	94·16	73·27
Shillong	77·94	53·57
Cherra Poonjee	523·73	283·00

A full account of the weather and crops of 1873-74 will be found in the special report on the year's famine which has been prepared; an abstract of the general outturn only of the crops is given below.

Outturn of the food-crops in the littoral districts.

In the lower delta and the littoral districts of Bengal, comprising the greater part of Midnapore, Jessore, Backergunge, Noakholly, Chittagong, and Orissa, the rainfall was fuller than elsewhere, and the land is always thoroughly moist from inundation. In these, the chief rice-producing districts of Bengal, the yield of rice ranged from a three-quarters to a full average crop.

In western Bengal.

In western Bengal, below the uplands, comprising the districts of Burdwan, Hooghly, and Howrah, the rainfall was very short, and although the land contains many swamps, it is not so uniformly moist as in the districts of the delta. The early rice-crop was happily heavy over all this area; but this crop is barely one-fourth of the whole rice harvest of the year, and the total yield of the food-crops was under one-half of a full average crop.

In central Bengal.

In the central delta districts of the 24-Pergunnahs, Nuddea, Moorshedabad, Fureedpore, and Pubna, where the land is usually moist, and

partial inundation from rivers is general, the September and October showers were not wholly wanting last year; and in two at least of these districts, Nuddea and Moorshedabad, where the early rice-crop is nearly equal in importance to the late rice-crop, there was a very fair harvest. In these districts it was calculated that the harvests of 1873 ranged from about one-half to three-quarters of the outturn of a full average year.

In northern Bengal.

The tract of northern Bengal, including the districts of Rajshahye, Maldah, Dinagepore, Rungpore, and Bogra, which has a heavy rainfall, and exports rice and other produce to an immense extent, had last year an extraordinarily small rainfall. In parts of the Rajshahye division there was only a rainfall of 26 to 30 inches, against an average of 84 inches for the year. The food-crops of this area are mainly rice, with perhaps a millet and pulse-crop equal to 10 per cent. of the rice area. The early rice, which is about one-third of the area of the late rice, fared badly, and nowhere yielded above half of an ordinary crop. In no district of this tract did the late rice, the main crop of the country, yield more than one-third of the outturn of an ordinary year, while over large areas it was even below one-tenth. It was estimated that over the whole of this tract the total yield of the food-crop of 1873 did not exceed from one-quarter to one-third of the outturn of an ordinary year.

In eastern Bengal.

The rainfall of eastern Bengal, including the districts of Dacca, Mymensingh, Sylhet, Tipperah, and Cachar, is in ordinary years heavier than in western and southern Bengal, and it was last year steadier than in most other parts of the country. The yield of rice in 1873 over this tract ranged from one-half to three-quarters of a full average crop.

In the upland of Bengal.

In the upland country of Bengal, including the districts of Bankoora, Beerbhoom, part of Midnapore, the southern parts of Bhagulpore and Monghyr, the Sonthal Pergunnahs, and the districts of Chota Nagpore, the yield of the harvest ranged also from one-half to three-quarters of a full average year; but all over the tract there were occasional spots where the land is high and dry and water storage was wanting, and in these places there was an extreme failure of the rice crops.

In Behar.

The next tract is Behar, where other crops besides rice form a very important part of the food supplies. Wheat, barley, and pulse, are the most important spring food-crops; while maize and millets of different kinds are important autumn crops, and, with barley, form the staple food of the poorer classes. As an example of the difference between the Behar food-crops and those of Bengal may be cited the case of the Sarun district, in which only one-fifth of the cultivated area is estimated to be under rice; whereas in Bengal the area of rice crop ranges from two-thirds to four-fifths of the whole cultivated land. Behar divides itself naturally into two distinct parts, viz. the tract north and the tract south of the Ganges.

North Behar.

The trans-Ganges tract, including the districts of Tirhoot, Sarun, Chumparun, parts of Bhagulpore and Monghyr, and Purneah, is highly

cultivated and thickly peopled. In the rich belt of land which lies just under the Himalayas, and ordinarily produces a vast surplus of rice, the late rice crop last year almost entirely failed. Over the rest of this tract the yield of the late rice was from a tenth to a twentieth of an ordinary year's outturn. The millet crop was good, and the maize crop fair. In the low lands of the district of Purneah near the Coosy river the rice outturn was indeed better, but over the whole of the great tract north of the Ganges it was estimated that the total yield of the outturn of the food crops did not exceed one-third of an ordinary year's outturn.

South Behar.

South Behar, comprising the districts of Patna, Gya, Shahabad, parts of Bhagulpore and Monghyr, contains a wide area which is annually inundated by the Ganges, and in which excellent crops are produced in ordinary years. Unfortunately the early crops of south Behar were for the most part bad, ranging from one-quarter to one-half a full average year; and in the inundated lands, the September crop was destroyed by excessive rain. The late rice over the whole of this tract yielded about one-quarter the outturn of a full average year.

Assam.

In Assam, Cooch Behar, and the frontier districts, the rainfall was much below the average, but on the whole the food-grain crops were fairly good. There were short supplies in the south of Julpigoree, but the Assam districts, on the whole, were enabled to support themselves. The yield of the crops in this tract may be put down at full three-quarters of the yield of an ordinary average year.

Summary.

The general result may be summed up as follows: that the districts of the lower delta of the Ganges, the littoral districts, and Sylhet (with a population of about 13 millions), were the only tracts of the country where there was an average crop; over the greater part of Bengal proper (containing about 28 millions of souls) there was from half to three-quarters of a full average crop; while in north Bengal and Behar (containing a population of 26 millions) the yield of the food crops was estimated to be from one-quarter to one-third of a full average year.

Spring crops of 1874.

It was in Behar and the north Bengal tracts that the failure of the crops was greatest, and distress was eventually most severe. Much, however, depended upon the fate of the cold weather food crops; if these had been a failure, distress would have been enormously aggravated. But fortunately opportune rain fell during the winter, and a favourable cold weather harvest in Behar afforded great relief. In western Bengal indeed, and in the central delta districts, the outturn was bad, and probably not more than half that of an ordinary year. In northern Bengal also the harvest was indifferent, but over most of these tracts the spring crops contribute but slightly—it is estimated not more than one-eighth—to the whole food-supply of the country. In Behar, on the other hand, the cold weather or rubbee crops, as they are called, are of much importance, and in some districts, especially those bordering on the North-Western Provinces, furnish as much as one-half of the food-supply of the people. In Behar these crops were good, and in the Bhagulpore division of Behar they were very good indeed.

Miscellaneous produce also, such as the fruit of the *mohwa* tree in the upland districts of Bengal, where that tree grows, and where the ordinary crops had failed, proved singularly full and abundant, forming a most material addition to the food-supply of the poorer classes during the spring months, when otherwise the pressure from scarcity of food would have been most severe. In lower Bengal the spring rice crop, or *boro dhan*, gave a full outturn.

The later crops of the present year have been blessed with seasonable showers, which have occasioned a bountiful autumn harvest, and have given every promise of a rich and luxuriant winter rice harvest.

Other crops.

Of other than food crops jute may be said to take the lead in the districts of Bengal proper. The extent of land sown with jute was much less in 1873-74 than it had been in the previous year; but more time and labour were devoted in the preparation of the fibre, and the cultivators obtained a very fair profit from the crop. The outturn of safflower in Dacca was above the average, and the cultivators in eastern Bengal generally did well by their cold-weather crops. The outturn of tobacco in the producing districts of Rungpore, Julpigoree, and Tirhoot was favourable. The tea crop both in Darjeeling and Chittagong was fair, and the outturn is steadily increasing. Indigo was only an average crop.

Prices of Food and Labour.

A brief account also of the prices of food and labour during the past year is given below, as the subject is not otherwise placed; but the reader must turn to the famine narrative for a description of the fluctuation of prices that prevailed in the famine districts, and of the influence exercised on prices by the scarcity and the relief operations of Government. The subjoined table shows the retail prices in selected districts of rice, wheat, barley, gram, common millets, and salt during the year:—

Statement showing monthly variations in the retail prices of food in selected districts of Bengal, from April 1873 *to March* 1874.

Name of District.	Number of seers of 80 tolahs weight purchaseable for a rupee.											
	Common Rice.											
	April 1873.	May 1873.	June 1873.	July 1873.	August 1873.	September 1873.	October 1873.	November 1873.	December 1873.	January 1874.	February 1874.	March 1874.
Burdwan	24	26	19	17	17	21	17	14·10	15·3	14·3	13·6	13·7
24-Pergunnahs	20	17	19	18	19	18	20	13	11·9	11·5	11·7	12·11
Moorshedabad	22	18	18	19	16	16	15	13	12·14	12	11·10	11·10
Backergunge	28	28	26	26	26	26	25	17·5	13·13	17·8	13·14	16
Chittagong	21	24	24	24	21	20	21	20·5	16·8	17·12	15·14	15·10
Patna	22	18	18	17	17	16	14	13	14·6	12 12	13·2	12·8
Bhagulpore	16	16	16	17	17	17	17	12·10	12·2	12·12	11·13	11·9
Pooree	42	38	34	34	35	35	34	33	23	22	23·10	27·3
Hazareebagh	17	17	16	14	14	14	13	13	13·14	13·4	12·14	12·6
Kamroop	20	20	20	20	25	20	20	13	15·4	18	16	...

Wheat.

NUMBER OF SEERS OF 80 TOLAHS WEIGHT PURCHASEABLE FOR A RUPEE.

Common Rice.

NAME OF DISTRICT.	April 1873.	May 1873.	June 1873.	July 1873.	August 1873.	September 1873.	October 1873.	November 1873.	December 1873.	January 1874.	February 1874.	March 1874.
Burdwan	16	13	15	13	13	13	12	10·2	10·9	12	12·2	13·4
24-Pergunnahs	13	14	13	12	13	11	12	12	...	10·10	...	...
Moorshedabad	20	18	16	16	16	15	13	13	12·12	12·11	12·14	15
Backergunge	...	...	...	...	...	...	...	...	..	...	...	...
Chittagong	11	13	13	11	9	10	10	8	8	9	8·8	10·12
Patna	17	16	16	16	15	14	12	12	16·6	16·4	15·12	15·8
Bhagulpore	18	20	17	15	15	14	12	12	12·10	12·5	13·4	14·15
Pooree	15	15	14	13	17	14	14	10	11·8	11·8	12·7	11·7
Hazareebagh	17	16	15	13	12	12	11	9·13	11·2	11	10·11	11·9
Kamroop	13	13	13	13	13	16	16	13	9·12	9	8	...

Barley.

Burdwan	22·8	22	25	25	26	34	34	16·10	19·12	18	19	18·10
24-Pergunnahs	22·8	22	20	20	20	26	23	...	...	17·12	...	...
Moorshedabad	...	...	...	...	...	...	...	...	...	...	...	...
Backergunge	...	...	.	...	...	...	...	...	...	...	...	...
Chittagong...	...	...	...	...	...	...	...	...	...	...	...	...
Patna	28	28	27	28	26	24	18	17·5	18 6	18 9	18·8	19·4
Bhagulpore	31	31	30	27	27	22	22	20	19·4	19·11	16·6	18
Pooree	...	...	...	...	...	...	...	...	...	...	...	...
Hazareebagh	24	22	21	20	18	18	16	16	16·5	16 .	13	14·8
Kamroop	...	...	...		...	...	...	...	...	...	...	...

Millets and Indian-corn.

Burdwan	...	...	.	...	...	...	...	...	...	...	...	...
24-Pergunnahs	...	...	...	...	...	...	...	...	...	...	...	...
Moorshedabad	...	...	...	...	...	...	...	...	...	...	...	...
Backergunge	...	...	...	...	...	...	.	...	...	...	...	...
Chittagong	..	...	...	...	...	...	...	...	...	...	...	...
Patna	40	35	28	26	25	25	20	17·10	18·8	17·9	17·3	18·5
Bhagulpore	27	30	...	...	26	30	21	17	18·2	15·8	14·7	15·2
Pooree	...	...	...	...	...	...	...	...	...	...	...	...
Hazareebagh	...	...	31	24	23	22	24	18·10	18·11	18·6	17·7	15·14
Kamroop	...	...	...	..	...	...	...	...	...	...	...	...

Statement showing monthly variations in the retail prices of food in selected districts of Bengal, from April 1873 to March 1874.

Name of District.	Number of seers of 80 tolahs weight purchaseable for a rupee.											
	Gram.											
	April 1873.	May 1873.	June 1873.	July 1873.	August 1873.	September 1873.	October 1873.	November 1873.	December 1873.	January 1874.	February 1874.	March 1874.
Burdwan	26	22	23	20	19	17	19	14	14·14	14·11	13	15·3
24-Pergunnahs	20	22	20	20	19	20	15	12·5	13·13	13·9	13·5	13·10
Moorshedabad	29	30	27	24	22	21	19	16·5	15·14	15·6	15·8	16·4
Backergunge	...	...	...	...	...	...	...	...	...	...	12·6	13
Chittagong	16	16	12	11	14	16	16	13·5	10·4	9·8	11·6	11·8
Patna	34	30	28	26	24	25	18	16·5	19·10	18·11	18·4	21·10
Bhagulpore	25	27	26	25	25	23	20	15·10	15·12	18·5	15 15	16·12
Pooree	21	23	23	23	22	19	21	25	23·10	23	22·15	25·15
Hazareebgah	18	17	17	14	15	11	14	12·5	13·10	14	12·12	12·10
Kamroop	13	13	10	9	10	10	12	10·	8·8	8·9	10	...
	Salt.											
Burdwan	9	9	...	8	9	9	9	8·10	8·12	9·4	9	9
24-Pergunnahs	9	...	8	8	8	8	8	8	8·15	8·14	8·4	8
Moorshedabad	8	8	9	9	9	8	9	9	9	9	8·12	8·8
Backergunge	8	8	8	8	8	8	8	8	8·6	8·8	8·5	8
Chittagong	9	7	7	7	8	8	8	8	...	8	8	7·13
Patna	8	8	8	8	8	8	8	8	8	8	8	8
Bhagulpore	8	8	7	7	7	8	8	8	8·3	7·15	7·9	7·10
Pooree	9	9	9	9	9	9	10	9·8	8·6	8·8	8 8	8·8
Hazareebagh	7	7	6	6	6	6	6	6·10	6·15	6·12	7	6·9
Kamroop	8	8	7	6	7	7	8	8	7·4	8	8	...

It will be observed that prices were in a very normal condition during the year, and showed no tendency to rise until late in October or early in November, when the certainty of a scarcity was no longer open to question. Even at the close of the year prices had hardly reached famine rates; but there was a great tendency towards equalization of prices all over the province, and the prices were at least double what they are in ordinary years. The prices in the famine districts are elsewhere considered. In Orissa, where the harvest had been favourable, the average price, notwithstanding very large exportations, was about 30 or 32 seers. In Eastern Bengal generally prices were doubled in consequence of the large exportations which took place. While some classes suffered, other classes benefited by the large demand for rice in the western districts and the high prices obtained for it. At the same time, the price of labour, which is always high compared with other parts of Bengal, was not much affected. The high cost of labour is attributable to the absence of all competition in the labour market. The lower classes are said to be too independent to engage as coolies or artisans. The wages of smiths and carpenters are advancing rapidly

to the level of that of workmen of the same crafts in Europe. A mere cooly can with ease in most districts of eastern Bengal earn his four or five annas a day; and the demand for labour in Dacca, for instance, and all places where trade is active, is always in excess of the local supply. The price of skilled labour in Eastern Bengal is now from eight to ten annas a day; of unskilled labour, from four to six annas.

Agriculture and Horticulture.

Experimental farms.

In last year's report a full account was given of what had been done towards the establishment of experimental farms in Bengal. During the past year very little progress has been effected in this direction, as all the available officers of Government were engaged on more pressing duties. Experiments were effected at the farms at Baraset, at Dacca, at Arrah, at Jamalpur in Mymensingh, and at Cuttack; but it cannot be said that they have as yet been decidedly successful anywhere, and the unfavourable conditions of the season also deprived them of any special value. The want of a competent director of the experiments projected by Government is much felt, and the Lieutenant-Governor is giving special attention to the subject.

Agricultural statistics.

The circumstances of the famine have necessarily interfered also with the prosecution of statistical inquiries regarding the agriculture of the province, to which reference was made in last year's report. A mass of valuable and, it is believed, fairly trustworthy information, has however been obtained concerning some of the staple products. In addition to the jute inquiry, statistics of the cultivation of tea, cotton, tobacco, flax, potatoes, and of the food-grains of the country, have been obtained from nearly every district of Bengal.

Carolina rice.

The attempt to acclimatize Carolina rice was renewed, but the sowings in the experimental farms in the province resulted in failure; and generally there were during the past year few places where the sowing experiments were successful.

Jute.

It was briefly noticed last year that Sir George Campbell had appointed a Commission to make a special inquiry into the production of, and trade in jute. The report has now been received, and must be regarded as most valuable by all interested in the production of the fibre.

Botanical garden.

The prospects of the Botanical Garden continue to be indefinitely compromised by the destruction of the large trees therein in the cyclones of 1864 and 1867. In addition to the disadvantage of an originally poor soil, there is now a want of shade in the garden; while the growth of the new plantations was seriously hindered in the last season by the almost unprecedented failure of the rains. It is essential to restore the shade, both for the growth of the plants and for the comfort of visitors, and

every effort is being made in this direction. Sir Richard Temple has recently sanctioned a special grant towards the improvement of the gardens, to be expended in adding to the number of plant-houses; in levelling and turfing the eastern portion of the garden; in laying out and paving some of the new roads of which the earthwork has been previously done; in removing the labourers' huts from their present position to the northern part of the garden, and in improving the condition of the several pieces of water. At the same time it would be a mistake, in the Lieutenant-Governor's opinion, to treat the garden only or principally as a pleasure-ground, or a mere ornamental specimen of landscape gardening. The maintenance of the garden as a centre of botanical science in Bengal is the first object to be carried out; and with this view it is in contemplation to increase the number of plant-houses, and if possible to allow the Superintendent the temporary assistance of a botanical collector, who may be deputed to localities in the interior of the country for collecting plants of scientific interest. Especial attention is paid at the gardens to the culture of herbaceous plants in the conservatories, and to the collection of orchids and other flowering plants.

Mahogany.

It has been proved that the mahogany tree will thrive in most parts of Bengal, and that the Indian-grown timber is very valuable. There are fine trees of it in Behar and in the neighbourhood of Calcutta, and there seems to be no doubt that it will grow well in almost any part of India in situations free from frost, and where a little moisture can be secured in the dry weather. In provinces like Lower Bengal, there can be no difficulty in getting up plantations of it on a large scale and at a moderate cost. The mahoganies which were spared by the cyclone of 1864 are by far the finest trees that the Botanic Garden contains. They were planted about eighty years ago, and at a height of six feet from the ground their girth runs from 8 to 11½ feet. There are trees of nearly equal size also growing on the Poosah stud farm, supposed to have been planted about the same time. By way of comparison it may be pointed out that the average girth of teak at 90 years of age is only about 6½ feet, and that of sál is less.

During the year a considerable number of plants raised from seeds received from Honduras and Jamaica were distributed from the garden. There are a good many old mahogany trees about Calcutta, but they rarely seed, and our supplies are mostly derived from the West Indies and Honduras. Hitherto these supplies have been scanty and irregular, but arrangements for regular importations are now being effected.

Cinchona cultivation.

The plantations in Sikkim have now passed beyond the experimental stage, and indicate that the care and expenditure which have been bestowed upon them for so many years will have satisfactory results. The canker, concerning which so many fears were expressed in 1871, has proved to be simply one of those casual dangers to which all young plantations are exposed. The uneven quality of the hill soils is now also well understood; and instead of attempting to remedy the patchy appearance of the plantations, noticed in last year's report, only such spots are now selected for planting as are marked by the known conditions of success.

The Government has now in Sikkim alone about 2,000 acres under cinchona; 247,000 trees of the *succirubra* variety, and 122,000 of the *calisaya*, having been planted during the year: and this success was achieved in spite of the early termination of the rains, which brought planting operations to a premature close.

The plantations consist mainly of the two following varieties:—

Cinchona succirubra	2,550,000 trees.
Cinchona calisaya	476,500 „

The former of these varieties produces the *red*, and the latter the *yellow* bark of commerce. *C. officinalis*, and the three or four other varieties of which the growth was attempted, have been abandoned, the soil being found unfavourable to their growth. A supposed "hybrid" cinchona, however, has been discovered in the plantations, the bark of which, upon analysis, is found to be rich in quinine; and effort is being made to propagate this variety, experience showing that it grows well in Sikkim, and at a higher level than the *calisaya*. Sir Richard Temple has visited the gardens from Runghee to Mungphoo, and has taken steps to press on the increased cultivation of the *calisaya* variety. Arrangements have also been made for a proper system of keeping accounts for the plantations and for the factory.

The appointment of a quinologist (Mr. Wood) to these plantations will now place them on a footing of equality with those on the Nilgiris, which have for so many years had the advantage of a resident chemist, who, by careful and repeated analysis of the bark, has been able to secure a more scientific result from the culture of the plantations than has hitherto been possible in Sikkim. It is estimated that with 2,000 acres of successful planting, there will be a steady yearly supply of not less than 150,000lb of dry bark available from the end of 1877.

Ipecacuanha cultivation.

Experience during the past year has confirmed the conclusion that ipecacuanha will not answer in Calcutta either in the open sun or under shade. The cultivation is now therefore practically confined to Sikkim, where it is conducted by the cinchona establishment. Until the mode of propagating this plant by root and leaf cuttings was discovered, progress was extremely slow; but since this discovery, it has been proportionately rapid. A year ago there were 6,719 ipecacuanha plants of all sorts in Sikkim, and about 500 in the garden here. At present the stock is as follows:—

In Sikkim, planted out experimentally under various conditions ...	292
Rooted plants, potted off and under cover	13,000
Unrooted, and partially rooted cuttings	50,000
	63,292
In Calcutta Botanical Gardens	131
Total ...	63,423

With the exception of 292 plants, all the Sikkim stock is under cover. In open spots where it gets the full sun, it soon becomes sickly; for although a tropical plant, it evidently prefers moist, shady spots, where there is much vegetable mould on the soil, and an equable, steamy atmosphere. If these conditions exist anywhere in the eastern

Himalayas, they are probably most attainable at an elevation of about 800 to 1,200 feet above the sea, in spots where the virgin forest remains uncut; and a number of plants have been put out under such conditions in the valley of the Ryang, a few miles above its junction with the Teesta.

Introduction of the sweet chestnut into the hill gardens at Sikkim.

It was noticed in last year's report that the climate and soil of the Calcutta gardens being unsuitable for many plants which it was desirable to introduce into India, a branch nursery garden had been kept up for some years in the colder climate of the Sikkim cinchona plantations, and that an attempt had been made during the year to acclimatize the sweet Spanish chestnut in this nursery. The transport of fleshy seeds like the chestnut to any distance is a matter of great difficulty; but two boxes were received from Brindisi during the year in excellent order. Most of the nuts have germinated well. A few retained in Calcutta have also germinated.

Economic Museum.

The project of a Bengal Economic Museum was alluded to in last year's report, and during the present year a museum has been fairly set on foot. The want of such a museum had been long felt; of a place where all the natural and industrial products of the province might be brought together, identified, and compared, for the purpose of ascertaining all that is really known concerning them. A careful and well-classified selection of all the products of the country, with an account of all that is as yet known concerning every article of importance, is the primary object of the museum.

Forests.

Some of the most important forest areas under the Government of Bengal have been transferred to the Assam Chief Commissionership. The forests of the Cooch Behar and Chittagong Divisions however remain, and steps have been taken to bring an extensive tract of forest land, 178 square miles, in the Palamow sub-district of the Chota Nagpore Division, under management, and the forests of the Soonderbuns will probably also be now made over to the Conservator.

The Soonderbun forests.

The examination of the Soonderbuns, which was commenced in 1872-73, was completed in the year under notice by Mr. A. L. Hone, Deputy Conservator; the tracts examined by that officer covering an area of nearly 1,100 square miles in the Jessore district. The Soonderbun forests are situated on the almost numberless islands that lie within the tidal waters of the Bay. Their general level being but from 1 to 2 feet above high-water mark, the forests are inundated at spring tide. The soil is composed of sand and decaying vegetation; the climate pleasant from November to March; but the whole tract is very unhealthy at all times. The forests are covered with a valuable and quick-growing timber known as sundri. The sundri is estimated to attain its full growth in 25 to 30 years. The trees grow up very close together to a height of 40 to 50 feet, with a straight bole of 18 to 30, and occasionally 35 feet, without a branch, and with a girth from 4½ to 6½ feet. The forests are extensively worked for firewood and timber by native merchants, who carry the wood to numerous markets in the districts of Backergunge, Jessore, and the 24-Pergunnahs, mainly for boat-building, the boats finding their way, when built, to Calcutta. The question of deriving a revenue from these forests is beset with difficulties; but the subject is under consideration, and the Conservator is engaged in inspecting the tract during the present cold season.

Cooch Behar forests.

Considerable progress has been made during the year in the formation of "reserves" in the Cooch Behar Division. An inspection of the Sivok Hill Tract has shown the existence of extensive slopes covered with a luxuriant growth of valuable and mature timber. It is said that the *Ficus Elastica* grows very luxuriantly in this tract; and if plantations of rubber are to be formed in Cooch Behar, the Sivok lower range will probably be chosen as their site. In the Western Dooars certain forests have been declared reserved, and the forest at Buxa, with an area of 158 square miles, of which about one-half is covered

with sâl, was examined and mapped during the year. The former tracts will require five to ten years' rest, and in the meantime must be protected from fire, cutting, grazing, and cultivation. The Buxa forest, on the other hand, is found capable of at once yielding 5,000 sâl trees a year—an outturn that may, it is affirmed, be doubled and trebled under proper conservancy in future years. Arrangements have been made for working this forest at once.

Plantations.

In the way of plantations, the efforts of the department have been directed hitherto to the propagation of teak and India-rubber Concerning the growth of teak, Dr. Schlich, the Conservator of Forests, appears to be of the opinion that while the tree may be grown all over Bengal, it is doubtful whether the hope of obtaining fine teak even from the Sikkim Terai is well founded; and as to Upper Assam, he doubts whether teak will thrive at all. The experiment, however, is of too much moment to be lightly abandoned, and will be persevered with under such changes as the Conservator deems necessary. Plantations of *toon*, it is satisfactory to note, are reported to spring up quickly, and the young trees to stand transplanting well.

Forest revenue.

Concerning the yield of the forests in the Cooch Behar Division, the Conservator remarks that owing to large quantities of timber having been felled in former years and left lying in the forest, although shown in the books as lying in so-called forest depôts, the department is still occupied with the sale of clearance of these old cuttings at prices generally much below the rates at which they are entered in the stock accounts. In Chittagong the yield of the year was 2,759 tons of timber, against 2,164 tons tons in 1872-73 and 1,518 tons in 1871-72. A doubt is expressed, however, as to whether this increase is matter of congratulation or not; the increase consisting mainly of timber converted by scooping into dug-outs, causing, it is asserted, a very wasteful expenditure of the forest. Sir Richard Temple has no doubt that the question will receive Dr. Schlich's attention on his visit to the district.

The total forest revenue of the year 1873-74 amounted to Rs. 1,79,366, against an expenditure of Rs. 1,37,498.

Manufactures and Mines, Quarries, Etc.

Indigo.

THE Bengal indigo crop of 1873 amounted to about 1,09,000 maunds. This is an outturn exceeding the average of previous years, though it is much below that of the crop of 1872, which was exceptionally large. The prices, however, ruled high, and the value of the indigo exported to Europe was hardly less than it was in 1872. During the current year the outturn of produce has been very unsatisfactory, having closed with a total estimate of 83,700 maunds. From the Behar districts, where the drought prevented the cultivation, the estimated outturn has been less than 17,000 factory maunds, against a usual outturn of about 50,000 maunds. In lower Bengal the total outturn is given as about 31,600 maunds, or 3,700 less than that of last season. From the North-West and Central Provinces the accounts have been more favourable, but the total outturn for the season cannot but be at least 20 per cent. short of the crop of 1873, and little more than half the crop of the great season of 1872.

Tea.

The produce and manufacture of tea have again very much increased, and the Calcutta Custom House shows an export in the year under review of 19,185,000lb, which is greatly in excess of the exported produce of any earlier season. According to the local official returns, which are not, however, complete in all cases, there were 85,103 acres under tea cultivation in Bengal and Assam at the close of last year, against a total cultivated area of 70,341 acres in the previous year; and the aggregate yield of tea was at least two million pounds in excess of what it has been in the previous years. It is known that the produce of the present year will again exceed that of 1873.

Condition and prospects of the coal trade.

In the statistical summary of last year's report, page 36, and at page 228 of the body of the report, a general account was given of the mines and quarries in Bengal, and of the operations and prospects of the coal trade. It was stated that the coal trade had been in a very depressed condition, but that there were already indications that the demand for Indian coal was increasing, and that this year's report would probably show that a favourable reaction had, to some extent, taken place. These anticipations have been realised, and, generally speaking, there has been a decided reaction. The labour strikes in England, and the enhancement of the price of English coal, have put an entire stop to the practice which told so forcibly against the indigenous trade of this country—the sending out of English coal as

ship's ballast. The trade is now rapidly improving, more than one of the old works which had been closed has been recently re-opened, and some of the companies, especially the smaller companies, have very largely increased their operations. The sea-going steamers chartered by Government for bringing rice from Burmah have, during the present year, largely availed themselves of Indian coal, and the number of manufactories in the neighbourhood of Calcutta that consume Indian coal is rapidly increasing. Considerable quantities of Bengal coal have also been exported for consumption in India; and one of the railway companies in England, it is understood, has lately been using a small quantity of Raneegunge coal as an experiment with successful results. The out-put of the principal coal companies in Raneegunge during 1873 has been estimated :—

	Mds.
The Bengal Coal Company at	29,69,937
Raneegunge Association	19,22,580
The Equitable Coal Company	12,55,859
The Pundit's Mines	30,56,106

The outturn of the Kurhurballie collieries amounted to 70,000 tons during the year, against 37,820 tons in 1872. The Government Rajherra coal mines in Palamow supply coal for the Dehree irrigation works, and to some extent for the East Indian Railway Company. The heating power of the Rajherra coal, both in burning bricks and in making steam, has been tested and compared with good English steam coal. In the latter case the nett result of the experiments was that, while the average of good English steam coal was taken as evaporating about 10lb of water for each pound of coal consumed in a locomotive boiler, the Rajherra coal gave a mean of 9-2lb for each pound of coal consumed in the same kind of boiler. The steaming qualities of Rajherra and Raneegunge coal have not been compared; but in brick burning it is concluded, from a consideration of the quantities of coal required at Dehree and on the Chord line to burn a lakh of bricks, that the saving in Rajherra, as compared to Raneegunge coal, is about 20 per cent. The Manager of the Rajherra colliery writes that last year he quarried 70,000 maunds of coal, which was entirely consumed at Dehree. About 40,000 maunds of this were despatched by water, and the remainder by cart. There is no doubt that this colliery will be able to compete with others for railway use as soon as the canals are completed, but the Palamow district, with its great resources, still sadly wants opening out.

The classes of people who are employed on the coal mines are mostly immigrants, and very often Sonthals, who do not make their permanent homes in the mining districts. Lines of huts are provided for them, and so long as the work continues they stay there; but they acknowledge no ties to the soil, and on the closure of a shaft, which till recently was not of unfrequent occurrence, they migrate in a body, and are sometimes, it has been pointed out, recruited for the tea districts wholesale.

Mineral survey in the Darjeeling Hills.

The geological and mineral survey of the Darjeeling Hill territory and Western Dooars, which was sanctioned by the Government of India on Sir George Campbell's representation, was busily engaged in its

operations during last cold season, and an interesting report may be looked for on the mineral resources of the Darjeeling hills. A wide stratum of coal has been discovered; but from the crushing to which the seams have been subjected, it is anticipated that mining operations will only be effected with difficulty. Experiments are now under progress, and, so far as is known, they have given favourable results. It is certain indeed that the coal, from its soft and flaky condition, will only be useful as artificial fuel, or as coke; but it is said that it will probably be found somewhat superior to average Raneegunge coal in heating power, on account of its high percentage of carbon.

Coal.

There is a valuable mine of magnetic iron in the interior of the hills at Sikbhar, a few miles from Kalingpung, which has been opened out, to a trifling extent, by the natives, and the ore smelted in the village. The iron produced is valued greatly by them for kukris and bàns, for which it is well suited on account of its combination of toughness and hardness. The supply of ore is very considerable, and the outturn of iron might be largely increased.

Iron.

There are numerous copper mines scattered over the Darjeeling hills, all of which, however, are now abandoned, except one, and that is not a rich mine; but in some portions of the rock there is a fair proportion of ore, sufficient to yield a profit to the native miners. It is not thought, however, that it would prove a profitable speculation to attempt to open it out on a large and systematic scale.

Copper.

One result of the survey, which is of the greatest importance, is the discovery of an unlimited supply of lime in the hills which form the boundary of the Julpigoree district between the Rehti and the Teesta rivers. This range, about 20 miles long, and averaging, perhaps, a couple of thousand feet in height, is partly made up of a magnificent band of dolomite, 1,500 or 2,000 feet thick, and large masses of calcareous tufa occur along the base of the hills. The nearest point of the range is less than 35 miles from Julpigoree on the Northern Bengal State Railway, over a flat country all the way. And if, as is said, the Teesta is navigable in the rains up to the foot of the hills, the lime could also be brought down the river to the Brahmapooter, and exported in large quantities. At present it seems that lime has to be imported into the Cooch Behar division from Sylhet.

Lime.

Some mineral investigations were also conducted during the year in Orissa, where the existence of coal, in the Tributary State of Talcheer, has been known for many years. So long ago as 1838 the matter was fully brought to notice, but the quality of the coal having been shown by professional analysis to be indifferent, no further action was then taken. One of the great drawbacks, however, to the prosecution of the enterprise—the difficulty of transit—has now been removed; and such coal as may now be excavated can easily be collected on the banks of the Brahmini river and brought directly by water to Cuttack *viâ* the High

Coal-fields in Orissa.

Level Canal, and thence to False Point, if necessary, by the Kendraparah Canal. The sanction of Government was accordingly accorded last year for a trial excavation of about a hundred tons, and the Commissioner now reports that the Talcheer coal-field has been found to be more extensive than was at first supposed, and that, although rather below the average quality of India coal, it is still a fair fuel. The professional report is more hopeful, and it is stated to be very probable that as the seam is worked further from the surface, the quality of the coal will improve.

Trade.

VALUE OF CALCUTTA TRADE.

THE total value of the trade of Calcutta (foreign and interportal) shows a nominal increase in 1873-74, as follows :—

	Value of exports from Calcutta.	Value of imports to Calcutta.	Total.
	£	£	£
1871-72	32,771,152	21,365,677	54,136,829
1872-73	29,908,937	17,986,994	47,895,931
1873-74	29,895,839	20,241,192	50,137,031

The nett result of the year's trade is an increase of £2,241,100 against a decrease of £6,240,898 in 1872-73, a little more than one-half of which decrease was on account of the value of bullion and specie. The present year's increase is due to the free imports, the total value of which amounted to £6,440,185, and which show an excess over last year of £3,087,694. On the other hand there was a decrease in the dutiable imports, and in the exports, dutiable and free taken together. Of the free imports £3,032,378 is due to bullion and specie, of which £251,794 was on Government account, and £2,003,672 represents the value of rice imported both on Government and private account.

FOREIGN EXPORTS.

Adopting the plan of last year's report, and taking first the exports of the year from Calcutta to places beyond British India, it appears that there were the largest fluctuations of trade in the following articles :—

Value of exports in the years

	1873-74.	1872-73.		
	£	£	£	
Tea	1,730,266	1,567,561	162,705	increase.
Oil-seeds	1,397,317	1,120,065	277,252	„
Lac	257,347	202,627	54,720	„
Tobacco	95,326	74,504	20,822	„
Opium	5,505,426	5,613,205	107,779	decrease.
Indigo	2,628,010	2,699,420	71,409	„
Hides and Skins ...	1,759,891	1,815,557	55,666	„
Jute	3,435,513	4,127,943	692,430	„
Gunny Bags, &c. ...	194,580	187,149	7,431	increase.
Rice	1,352,290	1,685,170	332,880	decrease.
Raw Silk	1,134,295	1,236,887	102,591	„
Saltpetre	459,125	518,012	58,887	„
Sugar	132,279	182,456	50,177	„
India-rubber	115,754	143,691	27,937	„
Cotton	776,772	1,779,129	1,002,357	„
Safflower	75,890	92,203	16,313	„

Rice.

There is a decrease of 19 per cent. in the value of rice exports, amounting in value to rather more than 33¼ lakhs of rupees. The total quantity of rice exported from Calcutta to foreign ports in 1872-73 was 288,952 tons; in 1873-74 it was 181,880 tons. The falling off in quantity amounts to 107,072 tons, or 37 per cent. This decrease is due to the prevailing scarcity. The decrease of exports to the Mauritius alone amounted to more than 58,000 tons, and to more than 20,000 tons to the Gulfs; but it does not appear that the exports to Great Britain and Europe were in any way affected. The figures quoted do not, however, fully show the effect of the scarcity on the export trade in rice, as they are confined to the trade from Calcutta to foreign ports, and take no notice of the large stocks of grain exported from other ports, or from Calcutta to other ports under the Government of India. The Lieutenant-Governor has desired the Board of Revenue to procure from the Collector of Customs a special and complete report, showing the effect of the season's scarcity upon the operations of the rice export trade. The decrease of more than one million sterling in the value of raw cotton exported is not explained, and the Collector of Customs observes that he is not informed how much of this is due to "shipments, from Bombay, short crop, and increase in the price." The Lieutenant-Governor could wish that the attention of the Board had been drawn to this subject.

Cotton.

Opium.

Opium shows a small falling off, the average declared value per chest having only been Rs. 1,270, against Rs. 1,386 in 1872-73. The exports of indigo show also a slight decrease in value, and a very large decrease in quantity, which is attributable to the exceptionally good season of the previous year. Jute has exhibited a great reaction in consequence of a smaller area having been sown with it, and the crop having been poor as compared with the two previous years, when there were abundant crops. The excessive exportation of 1872-73 had also overstocked the markets in England, and the demand in Calcutta during the past year was very slack. There is no reason, however, to suppose that the reaction is more than temporary. In dyeing, or colouring materials, especially safflower, there is a marked decrease, the falling off being attributed to the discovery of a cheaper substitute called "saffronine." The facts in this matter are of great importance to the Dacca district, where the cultivation of safflower for export to Europe is largely carried on, and the Board have complied very fully with Sir George Campbell's request that they might be inquired into and ascertained. There can, indeed, be no doubt of the discovery of a chemical substitute; but although the trade has already been materially affected, the Lieutenant-Governor observes with satisfaction Mr. Money's expectation that as soon as the accumulated stocks of 1872 have been worked off, a steady demand for safflower will continue, similar to what formerly existed, as the new aniline dye has not, it appears, the same brilliancy as safflower, and can never compete successfully with it for the purpose of mixing with other dyes.

Jute.

Safflower.

Oil-seeds.

The export trade in oil-seeds has to some extent recovered from the very great depression which was noticed in last year's report. The decline in the seed trade was then so marked as to attract the attention of Sir George Campbell, who desired that a detailed account might be given of the fluctuations of the market, and of the reasons why Indian seeds should have lost so much ground in the estimation of European and American consumers. The Board have now furnished a very interesting and complete report on this subject. It appears that the exports of linseed go very largely to North America; but that the growth of domestic flax is increasing in the Western States, and entering more and more into competition with imported seed. In 1870 and 1871 the American crop was injuriously affected by the rain, and the imports were then large, but in 1872 there was a very abundant harvest. On the other hand, there was that year a short crop in Northern India. The exports of Indian linseed to America during the last four years are as follows:—

	Tons.
1870-71	96,534
1871-72	72,470
1872-73	56,947
1873-74	66,763

It is reassuring to know that there was an increase of nearly ten thousand tons in the exportations of the past year; and Mr. Money gives it as his opinion that, excluding the exceptional circumstances of 1870-71, there is no reason for considering that there has been any abnormal decline of the trade, or that there is any special cause for anxiety in the future.

It is but a chance coincidence that in the same year in which the brisk trade with America occurred in linseed, an unusual demand for rape-seed was made from France and the United Kingdom. The exports of rape-seed for the last four years have been as follows:—

	United Kingdom. Tons.	France. Tons.
1870-71	86,595	17,674
1871-72	41,720	14,839
1872-73	1,344	.....
1873-74	5,012	9

The Franco-Prussian war having interfered with the supply of German seed which usually supplies the English market, an extraordinary demand sprang up for local produce, and as large stocks happened to be available in India, the bulk of the trade was transferred to this country. The demand, however, suddenly became so great, that the ordinary precautions in the selection and shipment of the seed were neglected, and in many cases the consignments arrived damp and worthless. Heavy losses ensued, and the trade became alarmed and shippers disheartened, although the slight increase in the past year seems to show that Indian trade is reviving to some extent. The circumstances of the war sufficiently account for the large exportation to France during 1870 and 1871, and the cessation in 1872.

No explanation has been furnished of the increase of exportation of tea, lac, or of tobacco. The increase in tea is very satisfactory, being no less than 9 per cent., following on an increase of three per cent. in the previous year. The results of the tobacco export trade are also very encouraging. It was pointed out last year that a great start had taken place in the exportation of tobacco, the returns showing an increase of nine times upon the exports of the previous year. In the present year there has been a further increase of nearly 20 per cent., which is almost entirely due to trade with continental Europe. There has been a considerable decrease in the exports to Great Britain. The opportunities for the increase of tobacco cultivation in Bengal are, however, very large; and the rapidly increasing demand that has now arisen for the Indian article may prove of the greatest significance to the country, and especially to the districts which chiefly export at present, such as Julpigoree, Rungpore, and Tirhoot.

Tea.

Tobacco.

FOREIGN IMPORTS.

Among the foreign imports, fluctuation has occurred principally in the following items:—

	Value of imports in the years.		
	1873-74.	1872 73.	
	£	£	£
Specie and bullion	1,944,660	1,096,251	848,409 increase.
Grey cotton goods	5,883,108	6,026,728	143,620 decrease.
White cotton goods	1,774,367	1,628,977	145,390 increase.
Turkey reds	438,943	476,224	37,281 decrease.
Colored piece-goods	530,532	808,126	277,594 „
Cotton twist	874,658	1,020,248	145,590 „
Coal and other fuel	176,621	77,088	99,533 increase.
Liquor	597,948	652,804	54,856 decrease.
Woollen goods	337,625	436,249	98,624 „
Machines and Machinery ...	516,241	162,582	353,658 increase.
Government stores (including rice)	235,872	77,960	157,912 „

The increase in the importation of bullion was entirely in silver; in gold there was a decrease of £372,189, following on a decrease of £322,134 in the previous year. In silver the nett increase was no less than £1,220,598, against a nett decrease of 2½ millions in 1872-73. The principal importations, as usual, were from Great Britain and China. The very great decrease in the importation of piece-goods is attributable to the unfavourable state of the market for the greater part of the year. The import trade in coal and fuel shows a great reaction from the depression of last year, which was occasioned by the very high prices prevailing for English coal. The imports of coal into Calcutta during the four past years are:—

Bullion.

Piece-goods.

Coal.

	Tons.
In 1870-71	64,000
„ 1871-72	88,921
„ 1872-73	48,714
„ 1873-74	81,834

There is a large increase in the value of the importation of machines and machinery, which is unexplained; but the increase in Government stores is due to rice importation from foreign ports (such as Saigon) on Government account, and to materials for the Hooghly Bridge.

Vessels entering the port.

The number of vessels entering Calcutta during the past four years is as follows:—

		1870-71.	1871-72.	1872-73.	1873-74.
Vessels of all kinds ...	Number ...	1,082	1,109	1,118	1,359
	Tonnage ...	890,675	978,693	992,211	1,052,112
Steamers	Number ...	.....	290	342	542
	Tonnage ...	.....	279,692	347,130	465,277
Native craft	Number ...	.....	169	161	275
	Tonnage ...	.....	13,324	13,299	20,435
Suez Canal Steamers included in the first two totals	Number ...	56	89	91	104
	Tonnage ...	56,353	109,175	121,534	161,660

The increase both in the number of vessels and the tonnage continues to be satisfactory. The increase of 200 steamers during the year is attributable to the large number of steamers employed to import rice.

INTERPORTAL TRADE.

Sea-borne trade from Chittagong.

Owing to the exceptional circumstances of the year, there was a decrease as compared with the previous year in the trade of the Chittagong port. The figures of the trade of the port for the past two years are as follows:—

	1872-73.	1873-74.
Total customs collection, exclusive of salt duty	£35,891	25,344
Value of exports	£452,749	376,692
„ of imports	£101,260	100,029
„ of total trade	£554,009	476,721
Square-rigged vessels entering the port ... Number...	267	223
Tonnage...	102,767	87,687

This statement, showing the estimated value of the trade, is this year framed in the same way as the estimate for Calcutta and other ports, and is exclusive of goods cleared from bond. The figures therefore will not agree with that published in last year's report, where the value of salt imported was taken at the invoice price *plus* the duty, instead of being taken at the price in bond.

Rice.

The dutiable exports of rice, *i.e.* the export to foreign ports, are principally to the Mauritius and Ceylon, and amounted last year to only 11,64,047 maunds, against 17,66,598 maunds in the previous year; but owing to the enhanced market-rates, the customs value of the rice shows an increase of £274,650 in 1873-74, against £265,139 in 1872-73. There was a decrease also in the export of rice to British Indian ports beyond Bengal, but there was a large trade with Calcutta, amounting to 3,67,694 maunds, while the exportation from Chittagong to Calcutta has been blank in previous years. The rice market on the

whole was dull, and owing to the high price of rice, and to the irruption made by traders from Calcutta and Behar into the Noakholly and Tipperah markets, from which Chittagong usually draws its supplies, there was an unusual deficiency of local stocks for export. The rice exports from Chittagong and other four ports for the past four years have been—

	Maunds.
In 1870-71	11,11,208
„ 1871-72	13,76,591
„ 1872-73	25,49,892
„ 1873-74	13,66,809

The importations of timber and earth-oil from British Burmah, alluded to in last year's report, have continued to increase. But the most satisfactory increase of trade from Chittagong is the gradual and steady development of the tea trade, to which the Board of Revenue invite particular attention :—

Tea.

In 1868-69	... 502	chests	of tea, valued at Rs.	40,160,	were exported.
„ 1869-70	... 1,271	„	„ „	1,01,680	„
„ 1870-71	... 1,963	„	„ „	1,58,275	„
„ 1871-72	... 2,841	„	„ „	2,52,141	„
„ 1872-73	... 3,342	„	„ „	2,79,773	„
„ 1873-74	... 4,427	„	„ „	3,01,477	„

The Lieutenant-Governor hopes that every succeeding year will show a further development of this traffic

The following is a comparative statement showing the amount of trade, &c., in Orissa ports for the last three years :—

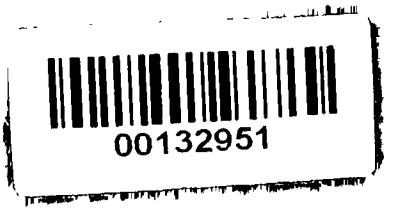
Trade from Orissa.

	1871-72.	1872-73.	1873-74.
Number of vessels entered	394	451	544
Ditto cleared	411	460	613
Value of exports	£121,141	£141,617	£300,717
Ditto imports	£158,800	£117,499	£289,128
Value of total trade ...	£279,941	£259,116	£589,845

The figures of rice exportation from Orissa were last year very large indeed. No less than 13,57,327 maunds were exported from Balasore alone, although doubtless a considerable portion of this export was the produce of the Cuttack district. The export by sea alone was ascertained to have been 8,52,327 maunds, the remainder, or about five lakhs, being estimated as the land export. The sea exports of rice from Balasore during late years have been :—

	Maunds.
1868-69	1,28,000
1869-70	3,00,000
1870-71	4,00,000
1871-72	4,83,000
1872-73	4,03,000
1873-74	8,52,327

The exports from Cuttack amounted to 2,93,610 maunds, and from Pooree to 1,38,944 maunds.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